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NAVY OFFICER COMPTROLLER ASSIGNMENTS

By

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Bachelor of Science
January 31, 1951
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A thesis submitted to the Faculty of the School of Government, Business and International Affairs of the George Washington University in partial satisfaction of the requirements for the degree of Master of Business Administration

June 7, 1961

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INTRODUCTION

The field of comptrollership is an exciting one to all who are privileged to become a part of it. It opens the doors to top level conferences, for the highest decisions always have financial implications. It forces a view of the wide horizon of the future, since budgeting is a phase of even the longest range plans. It parades the intricate details of the smallest units of work, for cost accounting is an inherent part of the field. It turns the spotlight of impartial inquiry upon procedural snarls, due to its aspects of internal audit and review. It grants an intriguing view of advancement toward set goals, because of the involvement of progress and statistical reporting. It does all this and much more, because it seeks out ever greater achievements in the fulfillment of assigned missions with a maximum of efficiency.

Yet for all that has been written about commercial com comptrollership, coming to grips with the true application of comptroller activities in the Department of the Navy is a deceptively difficult task. There are many reasons why this is so. Surely a basic factor is the variety of official position titles used to describe a comptroller type billet.

It is not possible rapidly to sort out all such billets in the Navy merely by screening out those bearing the title of comptroller. Neither is it possible to distinguish military comptrollers from all other officers solely by their rank or designators, since this area of functional proficiency cuts across many such lines.

Probably the only practical way to define comptrollership is in terms of what is actually done in the performance of corresponding assignments. If this is true, it may be expected that all comptroller type duties will be found to be basically similar in conformance to some underlying pattern, but that marked variations will exist as necessary adjustments are made to fit varying types of problems. It is hoped that such a concept will be unfolded and clarified in the mind of the reader. In an effort to create such a picture in an orderly fashion, this paper will first discuss the evolution of the concept of comptrollership as it affects the Navy. This evoluation will begin with the Congressional definition of what comptrollership includes, and will progress through the successive levels of the Secretary of Defense, the Secretary of the Navy, the Comptroller of the Navy, and the bureaus and offices. As the concept flows from level to level, it will be seen to be elaborated and expanded to fit the more precise needs of each echelon of management. It is this process of successive reshapings to meet local needs that gives each

bureau its own distinctive view of how the concept of comptrollership should best be expressed.

Finally, it should become clear that bureaus differ in their approaches because of the need to meet differing problems in the individually best ways. Then, rather than seeking some universally perfect set of standards and criteria toward which the operations and structures of all bureaus should be fashioned, we should expect to see a diversity of approaches, precisely because there is a diversity of problem situations to be met.

After the discussion of how the varying views of comptrollership evolved, the creation of comptroller billets and the manner in which they are filled will be treated briefly.

The last major portion of the paper will present the result of a series of interviews with persons performing comptroller functions at various management levels, and in the differing environments of the several bureaus.

The discussion will be completed by the presentation of several conclusions. The scope of the paper has been limited to Navy officer comptrollers because of the size of the area to be investigated. It would appear to the writer that the addition of the Marine Corps and civilian comptrollers would create a span so large as to require a dilution of effort unacceptable for a paper of this length.

In summary, this paper proposes to discuss certain aspects of Navy officer comptroller assignments, and to do so first by tracing the development of the concept of comptrollership, second by observing the means by which billets are created and filled, and third by examining significantly characteristic features of various specific assignments.

CHAPTER I

DEVELOPMENT OF THE CONCEPT OF COMPTROLLERSHIP IN THE DEPARTMENT OF THE NAVY

A. The Role of the Congress.

Financial management is the basic concept which underlies comptrollership. It was in one of many congressional efforts to improve financial management within the national military establishment that comptrollership within the Army, Navy, and Air Force became a legal requirement. This requirement was enacted as Sections 401 and 402 of Title IV, Public Law 216,[1] which Law amended the National Security Act of 1947.[2] The term Title IV, as used subsequently throughout this paper, will refer to the above Sections.

Due to the fundamental importance of the concepts expressed, the full text of Sections 401 and 402 of Title IV are quoted below:

---

[1]U.S., Congress, National Security Act Amendments of 1949, Public Law 216, 81st Cong., 1st Sess., 1949, pp. 9-10.

[2]U.S., Congress, National Security Act of 1947, Public Law 253, 80th Cong., 1st Sess., 1947.

TITLE IV

Promotion of Economy and Efficiency Through Establishment of Uniform Budgetary and Fiscal Procedures and Organizations

Comptroller of Department of Defense

Sec. 401 (a) There is hereby established in the Department of Defense the Comptroller of the Department of Defense, who shall be one of the Assistant Secretaries of Defense.

(b) The Comptroller shall advise and assist the Secretary of Defense in performing such budgetary and fiscal functions as may be required to carry out the powers conferred upon the Secretary of Defense by this Act, including but not limited to those specified in this subsection. Subject to the authority, direction, and control of the Secretary of Defense the Comptroller shall --

(1) supervise and direct the preparation of the budget estimates of the Department of Defense; and

(2) establish, and supervise the execution of --

(A) principles, policies, and procedures to be followed in connection with organizational and administrative matters relating to --

(i) the preparation and execution of the budgets,

(ii) fiscal, cost, operating, and capital property accounting,

(iii) progress and statistical reporting,

(iv) internal audit, and

(B) policies and procedures relating to the expenditure and collection of funds administered by the Department of Defense; and

(3) establish uniform terminologies, classifications, and procedures in all such matters.

Military Department Budget and Fiscal Organization - Departmental Comptrollers

Sec. 402. (a) The Secretary of each military department, subject to the authority, direction, and control of the Secretary of Defense, shall cause budgeting, accounting, progress and statistical reporting, internal audit and

> administrative organization structure and managerial procedures relating thereto in the department of which he is the head to be organized and conducted in a manner consistent with the operations of the Office of the Comptroller of the Department of Defense.
>
> (b) There is hereby established in each of the three military departments a Comptroller of the Army, a Comptroller of the Navy, or a Comptroller of the Air Force, as appropriate in the Department concerned. There shall, in each military department, also be a Deputy Comptroller. Subject to the authority of the respective departmental Secretaries, the comptrollers of the military departments shall be responsible for all budgeting, accounting, progress and statistical reporting, and internal audit in their respective departments and for the administrative organization structure and managerial procedures relating thereto. The Secretaries of the military departments may in their discretion appoint either civilian or military personnel as comptrollers of the military departments. Departmental comptrollers shall be under the direction and supervision of, and directly responsible to, either the Secretary, the Under Secretary, or an Assistant Secretary of the respective military departments: Provided, [italics in text] that nothing herein shall preclude the comptroller from having concurrent responsibility to a Chief of Staff or a Chief of Naval Operations, a Vice Chief of Staff or a Vice Chief of Naval Operations, or a Deputy Chief of Staff or a Deputy Chief of Naval Operations, if the Secretary of the military department concerned should so prescribe. Where the departmental comptroller is not a civilian, the Secretary of the department concerned shall appoint a civilian as Deputy Comptroller. [3]

Throughout the wording of Title IV, the intent of Congress appears to have included these three basic concepts: Comptrollership was to include budgetary and fiscal matters, and closely related functions; budgeting and fiscal procedures and organization were to be made uniform among the Services; and economy and efficiency were to be the goals of the comptrollers and their organizations.

---

[3] Italics mine.

As was indicated in the Introduction, the purpose of this paper is to describe certain aspects of Navy officer comptrollership assignments, stressing the variations created by differing management situations and avoiding direct comparison between various organizations or between any organization and a hypothetical universal standard. Nevertheless, for ease in understanding how the concept evolved, comptrollership will be considered to consist generally of performance of the functions of budgeting, accounting, progress and statistical reporting, and internal audit. The fact that these terms are used three times in Sections 401 and 402 of Title IV lends weight to the validity of this approach.

B. The role of the Department of Defense.

Title IV provided for the establishment of a comptroller in the Office of the Secretary of Defense and a comptroller in each of the three military departments, in order that there might be an organized effort to carry out the objectives of improved efficiency and economy in financial management. Further, Title IV authorized the military Secretaries to appoint either military or civilian personnel to the offices of Comptroller and Deputy Comptroller. However, it provided that if either the Comptroller or Deputy Comptroller was a military appointee, the other would have to be a civilian.

In order to comply with the requirements of Title IV, it was necessary for the Secretary of Defense to establish criteria for

comptrollers in the Department of Defense, elaborating in necessary detail the very brief concepts previously expressed by the Congress. Since these criteria were to have great and lasting significance to the military departments, the Secretary of Defense specifically invited the participation of the Service Secretaries in the development of these criteria. As part of this program of participation, a draft of the proposed criteria was sent from the Comptroller of the Department of Defense to the Secretaries of the Army, Navy, and Air Force on November 17, 1949.[4] The response from the Secretary of the Navy was dated December 19, 1949.[5] A portion of the reply from the Secretary of the Navy is quoted below:

> At the same time, the Navy Department disagrees with some of the principles enunciated in your draft of 17 November.
>
> The fact that technical authority, technical direction and technical control over the functions enumerated in Section 401 (b) of the Act have been divested of the bureaus and offices and transferred to the Departmental Comptroller seems readily apparent. Technical authority, technical direction and technical control, however, are clearly distinguishable, and must be distinguished, from command and management authority and control over operations. It is my judgment, after thorough consideration, that there is nothing in Sections 401 and 402 of the Act which requires or implies either directly or indirectly a redistribution or reorganization of the command and

---

[4]U.S., Memorandum from the Comptroller of the Department of Defense to the Secretaries of the Army, Navy, and Air Force, November 17, 1949.

[5]U. S., Memorandum from the Secretary of the Navy to the Comptroller of the Department of Defense, December 19, 1949.

> management responsibility among the bureaus and offices of the Department of the Navy. On the contrary, it seems quite clear that the Congress in using in Section 402 (a) the words ". . . organized and conducted in a manner consistent with . . ." specifically recognized the clear distinction between technical and command or management authority.
>
> In consonance with the foregoing concept that no command or management authority is vested in either the Comptroller of the Department of Defense or in a Departmental Comptroller, it becomes quite clear that these officials must be established on a staff rather than on an operating level.

Thus, even before the establishment of Comptrollership in the Navy, the Secretary of the Navy has gone on record as defining, in effect, that Comptrollership is a staff function which serves line components in the area of financial management.

On September 27, 1950, the important Secretary of Defense memorandum entitled "Comptroller Functions and Organization" was distributed to the three service Secretaries. The full text of this memorandum is quoted in Appendix A.

Among other significant achievements accomplished by this memorandum were the following:

1. It emphasized the fact that the Comptroller must function in a staff capacity.

2. It clarified the nature and scope of the "budgetary and fiscal functions" of comptrollership as originally described by the Congress in Title IV.

This clarification included both elaborations on functions previously named in Title IV, and statements of functions not

specifically designated therein. Highlights of these important clarifications are indicated below.

a) Elaborations of functions

(1) Regarding the preparation and execution of the budget: Budget administration was named, and was defined as including the areas of allotments, allocations, and apportionments.

(2) Regarding fiscal, cost, operating, and capital property accounting: This was expanded to include accounting for all property (capital and operating), in terms both of dollars and of physical quantities.

(3) Regarding progress and statistical reporting: This was interpreted as including financial reporting, and the analysis and interpretation of reports.

(4) Regarding internal audit: The function of auditing procurement contracts was added.

(5) The receiving and disbursing of cash was specifically named.

(6) The administration of credits (such as advances) for procurement contracts was also specifically designated.

In summary, this memorandum from the Secretary of Defense played a vital role in establishing the framework within which Navy comptrollership was to operate.

C. The role of the Secretary of the Navy.

1. In general terms, the concept of Comptrollership as applicable throughout the Department of the Navy. The

Secretary of the Navy formally implemented Title IV on June 1, 1950, by establishing the Office of the Comptroller. He designated the Assistant Secretary of the Navy for Air to be the Comptroller of the Navy, as an additional duty, and named an officer of flag rank to be Deputy Comptroller and Chief Operating Officer.[6]

Secretary of the Navy Anderson announced his concepts regarding the basic function and importance of the Comptroller in November of 1953, saying, in part,

> The primary importance of the Comptroller at all organizational levels is that he provides to his command authority coordinated and integrated staff services in the financial area which contribute to the efficient, economical and effective management of programs. The effective performance of the Comptroller's function relieves top management of much of the burden of detailed fact collection, coordination and analysis. It permits management to spend more time in the areas of policy formulation, decision and program direction.[7]

The Secretary of the Navy in November of 1953 published a clear and detailed statement of Navy policy on comptrollership.[8]

---

[6]Later, the duties of Comptroller were assigned to the Under Secretary. More recently, the SecNav has established the position of Assistant Sec Nav (Financial Management). Although that billet is now vacant, it appears probable that the individual ultimately appointed to fill the position will also be designated as Comptroller of the Navy.

[7]U.S., Congress, Senate, Preparedness Subcommittee Number Three of the Committee on Armed Services, Hearings on the Implementation of Title IV, National Security Act of 1947, as Amended, Testamony of Secretary of the Navy Anderson, November, 1953, p. 17.

[8]U.S., Department of the Navy, Office of the Secretary of the Navy, Sec Nav Instruction 5400.4 of 18 November 1953. The essence of this Instruction was made Part A, Chapter 2 of the NavCompt Manual, and the Instruction was therefore subsequently cancelled as having served its purpose.

This important document included statements of comptrollership functions, duties, and organizational relationships, and emphasized that the comptroller was to perform a central, coordinated staff service to command components. The comprehensive scope of the statement specifically included field activities of the Navy, major administrative fleet commands, and all bureaus, headquarters, and offices comprising the Navy Department.

The following concepts from that statement are especially relevant to this paper.

a) The new aspects of Navy management which will be provided by comptrollership are:

(1) Emphasis on analysis and interpretation (rather than a mere recording and recital of facts).

(2) The utilization of data from all organizational levels to improve the processes of budget formulation and execution.

(3) Assisting the Commanding Officer by providing him with coordinated and integrated data.

b) An added basic function of comptrollership is the operation of an integrated system for financial management.

c) The structure of a comptroller organization should be modified to fit local requirements. However, to maximize the value of his staff services, the comptroller should report directly to the commander of the activity.

d) The effectiveness of performance by a Comptroller

is to be measured basically by assistance to his commanding officer for the timely, efficient, and economical execution of his mission.

e) The proper performance of comptrollership will provide the commanding officer with more time for the areas of program direction, decision, and policy formulation.

f) The comptroller must be responsive to management needs, and anticipate requirements of the future.

g) Comptroller organizations are to be established in all organizations of the Navy Department (including offices and bureaus), and in major field activities.

2. In specific terms, the concept of comptrollership as applicable to the office of the Comptroller of the Navy.

The functions of NavCompt (to be performed by him or by his office) were prescribed by SecNav in the Charter of the Comptroller of the Navy. The Charter has been periodically revised since its original issue,[9] the current revision being approved and effected June 12, 1959.[10]

The functions prescribed by the Charter generally include the functions specified by Title IV, by the Secretary of Defense Memorandum of September 27, 1950, and by the Secretary of the Navy Instruction of November 18, 1953. In addition, the Charter

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[9]U.S., Department of the Navy, Office of the Comptroller, Navy Comptroller Manual, Vol. I, para. 011000.

[10]U.S., Department of the Navy, Office of the Under Secretary of the Navy, Charter of the Comptroller of the Navy, approved effective 12 June 1959.

elaborated on certain of the above functions. The most significant of these elaborations are highlighted as follows:

> Budget Preparation: This responsibility extends to the technique and authority essential to the translation of policies, plans, and programs of the Secretary of the Navy, the Chief of Naval Operations, and the Commandant of the Marine Corps into a formal budget for presentation to the Secretary of Defense, the Bureau of the Budget and the Congress.
>
> The Comptroller's organization shall assist the Chief of Naval Operations and the Commandant of the Marine Corps in the performance of such duties and the satisfaction of such responsibilities as they may have in connection with preparation and presentation of the budget.
>
> Develop and coordinate data processing techniques and applications to a single integrated accounting system and associated reporting system throughout the Department of the Navy.
>
> Technical control over military pay and allowances and travel allowances and over bonding of accountable officers.
>
> Exercise management control of central and regional accounting, disbursing, and audit offices.
>
> Allocate funds to headquarters, Marine Corps and bureaus and offices of the Department of the Navy, and administer apportionments requested by the Comptroller and approved by the Secretary of Defense and the Bureau of the Budget.
>
> Allocate civilian personnel ceilings to the management bureaus and offices and headquarters, Marine Corps.
>
> Determine financial responsibility for programs and functions within the Department of the Navy and issue instructions in this area as necessary.
>
> Apply standards of budgetary control based on accrued accounting, cost accounting, fiscal accounting, work measurement, and other management reporting systems as appropriate. (Italics mine.)
>
> Be responsible for promulgating industrial fund instructions . . .
>
> Perform comprehensive internal audits of all activities

within the Department of the Navy, and render reports thereon setting forth recommendations for corrective action where necessary.

Perform special audits and examinations, as required . . .[11]

The reader will note that some of the functions quoted above are elaborations on those announced earlier. Certain other functions were also noteworthy in developing the concept of comptrollership, as indicated by the following subparagraphs.

a) Functions which were previously performed, but which had not previously been specifically designated as comptrollership functions:

(1) Exercise of technical control over military pay and allowances, and over travel allowances.

(2) Assumption of management control over central and regional accounting and disbursing offices.

(3) Allocation of civilian personnel ceilings.

b) Functions were given added emphasis by the Charter:

(1) Use of data processing in advanced techniques of accounting and reporting.

(2) Use of work measurement and other management reporting systems in applying standards of budgetary control.

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[11] Ibid., 3-9

c) The new function of issuing industrial fund procedures.

D. The role of the Comptroller of the Navy. The Comptroller of the Navy is assigned technical control over fiscal matters throughout the Department of the Navy.[12]

The intention of the Congress in this regard is clearly indicated by the following quotations from Title IV, Section 402 (b).

> Subject to the authority of the respective departmental Secretaries, the Comptroller of the military departments shall be responsible for all budgeting, accounting, progress and statistical reporting, and internal audit in their respective departments and for the administrative organization structure and managerial procedures relating thereto . . . (Italics mine.)

This concept was fully implemented by the Secretary of the Navy, as indicated by the following quotations from the Charter of the Comptroller of the Navy:

> The mission of the Comptroller, under the direction of the Secretary of the Navy, is to formulate principles and policies and to prescribe procedures in the areas of budget, accounting, audit, progress and statistical reporting throughout the Department of the Navy. . . . The Comptroller is directly responsible for budgeting, accounting, progress and statistical reporting, auditing, providing financial assistance to defense contractors, and for the administrative organization structure and managerial procedures relating to such responsibilities within the Department of the Navy.[13] (Italics mine.)

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[12] NavCompt Manual, Vol. I, Para. 011050.

[13] Charter . . ., 2.

1. Regarding bureaus and offices of the Navy Department.

In general, NavCompt has defined the area of responsibility for Comptrollers in the Navy Department bureaus and offices to include all of the relevant Comptrollership functions outlined earlier in this paper. Significant variations are as follows:

a) NavCompt retains its position as the highest representative of SecNav in financial management matters.

> Orders and instructions issued by the Comptroller of the Navy in execution of the duties assigned to him by Law, by Charter, or by other directive from higher authority shall be considered as eminating from the Secretary of the Navy, and shall have full force and effect as such.[14]

b) NavCompt remains the only component in the Department of the Navy authorized to conduct internal audits.

> Internal auditing is the independent appraisal activity within an organization where the review of the accounting, financial, and related operations as a basis for protective and constructive services to management. It is a type of control which functions by measuring and evaluating the effectiveness of other types of control. It deals primarily with accounting and financial matters, but it also may deal with related matters of an operating nature (excluding tactical operations.[15] (Italics mine.)

> By Department of Defense Instruction 7600.3, 13 January 1958, all internal audit responsibilities are carried out by a single audit organization under the Comptroller of the Navy in order to insure

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[14] NavCompt Manual, Vol. I, Para. 011003.

[15] Ibid., Para. 014100.1.a.

independence and to avoid duplication.[16]

In contrast,

> Internal review (e.g., financial review, analysis and trouble shooting) is a responsibility of command and will be performed at all installations to the extent deemed necessary and appropriate.[17]

c. Those technical controls and management controls which were assigned to NavCompt are retained exclusively at that level. This includes, for example, technical control over military pay and allowances, and management control over central and regional accounting, disbursing, and audit offices.

The remaining comptrollership functions usually are the same for the bureaus and offices as for NavCompt, except as necessarily modified for differences in the organizational levels of execution. For example, whereas NavCompt allocates funds to the bureaus and offices, the comptrollers of the bureaus and offices recommend allocations of these funds throughout their respective organizations.

2. Regarding field activities of the bureaus and offices.

Generally, NavCompt has defined the area of responsibility for comptrollers of the field activities to include all of the relevant functions which it assigned to the comptrollers of the bureaus and offices, with the following significant variations:

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[16] Ibid., Para. 014100.1.c.

[17] Ibid., Para. 012100.7.

a) At the bureau level, two particularly important functions of the comptroller are the presentation of his bureau's requirements to NavCompt, and the presentation of recommendations to NavCompt regarding apportionments and allocations.[18] Comparable functions normally are not assigned to the Comptroller of a field activity.

b) The function of internal review, and the function of disbursing (if it exists at the activity) are considered to be comptroller functions.[19]

The remaining comptrollership functions usually are the same for the field activities as for their parent bureaus and offices, except as necessarily modified for differences in the organizational levels of execution. For example, whereas the comptroller of the bureau or office recommends allocation of funds to programs within the bureau or office, the comptroller of the field activity recommends distribution of funds to programs within the command.

E. The Roles of the Bureaus. Each bureau has added, in some degree, to the comptrollership concept as applicable to the bureau itself, and as applicable to field activities under its management control. This addition was expressed in such ways as the designation of what types of personnel should fill a comptroller billet, the assignment of titles, and the

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[18] Ibid., Para. 012201.
[19] Ibid., Para. 012501 - 012502.

designation of those functions for which the comptroller was to be responsible. Certain examples of these additions follow.

1. A role of the Bureau of Naval Personnel.

This bureau had a unique role in developing the concept of comptrollership. In addition to its refinement of the concept as mentioned above, this bureau officially developed and promulgated for the entire Navy an official definition of the comptroller billet for a Naval Officer. This definition exists as the interpretation of Navy Officer Billet Classification Number 1050, which is explained as follows:

> Directs and coordinates formulation, justification, and administration of fiscal and budgetary management policies and procedures of major Naval activity.[20]

Amplifying on the above, and citing specific duties, the Bureau of Naval Personnel stated that the comptroller - -

> Determines budget and fiscal control policies; coordinates, reviews, and approves allocation of funds to programs and organizational units; develops and compiles reports on current status of appropriations; provides required work measurement and statistical and accounting data on utilization of labor, material, and commercial services; prescribes required methods for budget estimation, fiscal administration, accounting, fiscal management reporting, and civilian personnel ceiling control; exercises internal control over these systems through administrative audits and conducts internal audits of money, accounts, and property.[21]

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[20]U.S., Department of the Navy, Bureau of Naval Personnel, Manual of Navy Officer Billet Classifications, publication NavPers 15839 (Washington: U.S. Government Printing Office, 1960), p. 70.

[21]This

2. A role of the Bureau of Ships.

The Bureau of Ships has established Navy officer comptroller billets at all Navy shipyards and at three repair facilities. The basic policy of the bureau is that at activities financed by the Navy Industrial Fund (hereinafter referred to as NIF), officers assigned as comptrollers should be selected from among those designated for engineering duty. The bases for this policy are the view that top management at such activities depends heavily upon industrial cost accounting as a management tool, and the view that engineering duty officers, being best qualified in the actual operations of an industrial type activity, are best able to make the accounting data useful and meaningful.

In contrast, comptrollers at non-NIF activities, such as laboratories, usually are either Navy officers of the Supply Corps or civilians.

Several officer comptrollers at naval shipyards have been assigned collateral duty as Management Engineering Officers of their respective activities.

3. A role of the Bureau of Naval Weapons.

The present Bureau of Naval Weapons was formed late in 1959 by the merger of the Bureau of Ordnance and the Bureau of Aeronautics. Over a period of many preceeding years, it had been the general practice of the Bureau of Ordnance to assign Supply Corps officers to its field activity billets for

military comptrollers. In contrast, the Bureau of Aeronautics had established the general policy of assigning to its field military comptroller billets the designator of 1300, indicating that such billets were to be filled by unrestricted line officers who were members of the aeronautic organization.

Subsequent to the merger, these policies have continued. Thus, it is within the pattern of Bureau of Naval Weapons policy that, for example, the comptrollers of the Naval Weapons Station, Yorktown, Virginia, and of the Norfolk Naval Air Station are a Supply Corps officer and an unrestricted line officer pilot, respectively.

4. A role of the Bureau of Supplies and Accounts.

In Naval Supply Centers and Naval Supply Depots of the Bureau of Supplies and Accounts, the majority of comptrollership type functions were already being performed, generally in the Planning Departments, before the title of comptroller was formally established. For this reason, at the foregoing activities, the additional comptrollership duties were added to those of the existing Planning Departments. There appear to be definite advantages to such a combining of functions within a single department. For example, planning and management engineering have direct relationships to comptrollership, since both planning and management engineering are directly related to the availability of funds. Further, this combination of functions has provided great flexibility

and eliminated much conflict at a top decision level, permitting immediate response to unusual and urgent situations. For example, the question of the amount of funds that should be made available for backlog reduction is answered by the one person who has immediate responsibility for the planning of programs and the utilization of funds. Similarly, rapid decisions can be made regarding the use of over-time funds to meet urgent work requirements.

5. A role of the Bureau of Medicine and Surgery.

At field activities of this bureau, there are no billets which are entitled Comptroller. Instead, the billets which include comptrollership functions are commonly entitled Fiscal Officer or Fiscal and Supply Officer. For example, that billet in the National Naval Medical Center which includes comptrollership functions is entitled Fiscal and Supply Officer, and has a Navy Officer Billet Classification of 0804, which means a Finance Officer.

Also of interest is the standard "chain of command" for naval hospitals and medical centers. For matters specifically relating to his department, the officer performing comptrollership functions proceeds directly to the Commanding Officer. However, on problems relating to such individual areas as disbursing or fiscal matters, he consults first (and perhaps solely) with the Administrative Officer.

6. A role of the Bureau of Yards and Docks.

This bureau has established the policy that each comptroller billet at a field activity under its management control shall be filled by a civilian.

An additional significant concept is the fact that comptrollership components of its field activities are generally patterned very closely after the comptroller component in the bureau, even to the use of the same organizational titles and code numbers.

CHAPTER II

CERTAIN ASPECTS OF THE ASSIGNMENT OF NAVY OFFICERS TO COMPTROLLERSHIP BILLETS

Within the Department of the Navy, the basic military manpower function is the responsibility of the Chief of Naval Operations (CNO), acting through his Office of the Chief of Naval Operations (OpNav). Implementation of the resulting manpower decisions is a personnel function, which is the responsibility of the Chief of the Bureau of Naval Personnel.

A. The establishment of comptrollership billets for Navy Officers.

This is essentially a three-step procedure, which is outlined in general terms below.

1. The applicable bureau determines that a comptrollership billet should be established. In the case of such a billet within the bureau itself, or within certain major field activities, such as shipyards and supply centers, such establishment is mandatory by terms of Secretary of the Navy Instruction 5400.4.[1] In the cases of all activities not included within the above categories, the following authorization applies:

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[1] SeeNav Instruction 5400.4, Enclosure (1), p. 1.

> The chiefs of bureaus and offices, Navy Department, the Commandant of the Marine Corps, and appropriate administrative fleet commanders within their discretion may direct the establishment of comptroller organizations for activities under their command or management control, or may authorize commanding officers to establish comptroller organizations on their own initiative.[2]

2. Approval for the formal establishment of the billet must then be obtained from the Office of the Chief of Naval Operations, since the establishment of a manpower requirement is involved. The essence of this approval is the establishment of a billet having a specified title, located at a specified activity, and intended to be filled by an officer having a specified designator.

3. The personnel functions of making detailed decisions and taking implementing actions are then performed within the Bureau of Naval Personnel (BuPers). Normally at this point decisions are made regarding the grade of the officer to be assigned, the Navy Officer Billet Classification (hereinafter referred to as NOBC), and the postgraduate training code (if applicable).[3]

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[2]NavCompt Manual, Vol. I, Para. 012001.

[3]The postgraduate training code is used to identify those officer billets for which incumbents are required to have received postgraduate training of a specified course, and within a specified major educational field and specialty. For example, 8171P designates postgraduate training in a comptrollership course, within the major field of business administration, and with the specialty of comptrollership. U.S., Department of the Navy, Bureau of Naval Personnel, BuPers Instruction 1211.3 of 26 August 1960.

The official announcements of these decisions and actions appear primarily in the two BuPers documents, Manpower Authorization and Officer Distribution Control Reports. Each edition of these two publications is issued in a separate (not consolidated) document to each activity having military personnel assigned.

The Manpower Authorization (Nav Pers Form 576) is a document relating exclusively to military personnel.

> It is a detailed statement of the numbers and kinds of personnel required by an activity to carry out its mission effectively in a fully combatant wartime status (complement) or in peace time status (allowance). [4]

In addition to many other details, it lists for each billet the title (such as comptroller), the NOBC, the post-graduate training code (if applicable), the officer designator, and the grade (such as Lieutenant Commander or Commander).

The Officer Distribution Control Report (NavPers 2627) bears the short title ODCR. It is a monthly publication which, among other uses, serves BuPers and field personnel officers as an official instrument of personnel distribution. In part, the ODCR shows, for each billet at each activity, the allowed (planned) officer designator and grade of the billet, the actual officer designator and grade of the incumbent, and the NOBC of the billet and of the incumbent.

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[4]U.S., Department of the Navy, Bureau of Naval Personnel, BuPers Instruction 5321.2D of 19 May 1960, Para. 4.2, pp.1-2.

The Chief of Naval Personnel has specifically requested the participation of Commanding Officers and others in the establishment and change of officer billets. Referring to the detailed information included in Manpower Authorizations, he has said in part,

> To the maximum practicable extent, the Chief of Naval Personnel is responsive to recommendations from Commanding Officers of individual ships, stations, and units of the fleet or shore establishment. In fact, the responsibility of the unit Commanding Officer to review critically the manpower authorizations for his activity and to recommend fully justified revisions where needed is a vital part of the process of insuring the accuracy and completeness of the NavPers 576. The continuing validity and usefulness of the manpower authorization depends to a very large extent on the comments and recommendations from Commanding Officers.[5]

Referring specifically to the postgraduate training codes, the Chief of Naval Personnel has added:

> Commanding Officers, Fleet and type commanders, and primary sponsors will initiate recommendations for changes, deletions from, or increases to identified postgraduate billet requirements, as dictated by changing requirements.[6]

A list of Comptroller Organizations in the Department of the Navy is included in Appendix E. The compilation of this list by NavCompt represented a research effort of great magnitude. In using the list, it should be noted that the data is assembled as of January 1, 1960, although relatively few changes have occurred since. Direct numerical comparisons cannot be made between the list and certain documents prepared

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[5] Ibid., Para. 5a, p. 3.

[6] BuPers Instruction 1211.3, Para. 5, p. 2.

by the bureaus, due to considerable differences between bureaus in defining the word "Comptroller".

B. The assignment of Navy Officers to comptrollership billets.

1. The officer identification process. Generally, officers are assigned an NOBC of 1050 (Comptroller) upon attainment of a specified type and level of education (such as the Navy Comptrollership Postgraduate Training provided at George Washington University), or after certain successful on-the-job experience, or based on civilian experience in the area of work. The basis of this assignment is an individual analysis of each officer concerned. As suggested earlier, officers can become qualified to fill billets identified with the postgraduate training code of 8171P only by successful completion of a postgraduate course within the major field of business administration, and with the specialty of comptroller.

2. The assignment process. Since this process falls within the span of personnel functions, it is performed by the Bureau of Naval Personnel. In brief, the procedure may be considered to be a series of successive screening steps, essentially as follows:

a) From all Navy officers on active duty, determine those having the applicable designator of the billet (for example, Unrestricted Line, Engineering Duty, Supply Corps, Medical Service Corps, Civil Engineering Corps, etc.)

b) Next, select those having the rank specified for the billet (for example, Commander, Captain, etc.)

c) Then determine those due for assignment to shore duty, since most comptroller billets are ashore.

d) Next, select those having the applicable Navy Officer Billet Classification of the billet (normally 1050), and postgraduate training code of 8171P (if applicable).

e) Finally, from among officers meeting all the above qualifications, decide upon a particular officer to fill the billet.

CHAPTER III

CERTAIN ASPECTS OF FUNCTIONS PERFORMED BY NAVY OFFICERS IN SELECTED COMPTROLLERSHIP ASSIGNMENTS

A. Comptrollership duties within the bureau and field activities.

Certain functions of comptrollership within the bureau and field activities have been described and compared.[1] Certain other aspects of these functions will now be considered.

The Comptroller of the Navy has defined the general functions which will be performed by the comptroller of a bureau as follows:

> Develops, coordinates and maintains an integrated system of staff services in the financial management area that will provide to the bureau chief the factual data essential for effective management control; translates program requirements into the required financial plan and formulates the bureau's budget; compares program performance with the financial plan, analyzes variances therefrom and determines where financial reprogramming may be required; directs a progress and statistical reporting system; is responsible for the conduct of accounting and for the effective coordination of budgeting, accounting, progress reports and statistics, and exercises such internal fiscal review and control as may be deemed appropriate; promotes economy and efficiency in the performance of assigned programs.[2]

In the same reference NavCompt defines the general functions of a field activity comptroller in identical terms,

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[1] Supra, Chap. I, pp. 12-15.

[2] NavCompt Manual, Vol. I, Para. 012201.

substituting the term Commanding Officer for Bureau Chief, the term activity's for bureau's and the word adjustments for reprogramming.

Both at the bureau level and at the field activity level, the comptroller carries out these especially significant functions, in addition to those specifically outlined above:

(1) The establishment of budgetary procedures

(2) Review of budgetary requests

(3) Preparation of recommendations for the allocation and reallocation of civilian personnel ceilings

(4) Reporting of variances from the financial plan

(5) Accounting for funds and property received.

Appendices C and D include the official statements of NavCompt regarding the functions of comptroller organizations in bureaus and in field activities, respectively. To avoid repetition, the descriptions of comptrollership duties within the bureau and field activities, as described in the succeeding pages of Chapter III, will generally be limited to significant variations in nature or emphasis from the patterns described and referred to above.

B. Interview Matters.

1. Approach. Sections C through J of this chapter represent the results of certain interviews with Navy officers

in comptrollership assignments. As was indicated in the Introduction, there are sound reasons for variations between bureaus and offices in concepts of how comptrollership functions should be implemented. At the root of the logic is the fact that each bureau and office has different types of problems to meet, which logically results in differences of approach. Justifiable variations in the manner in which functions are carried out often prevents descriptions of operations at different activities from being completely comparable.

For these reasons, invalid conclusions might result from attempts to develop norms or trends from the data presented. Rather, it is suggested that the information given by each interviewee be considered as highlighting certain of the unique characteristics of the assignment involved.

Emphasis has been placed on the concept of a review of current procedures and conditions, rather than on tracing historical developments..

2. Questionnaire and interviews. The interview questionnaire used is reprinted in full in Appendix G.

The results of the interviews are reflected in four portions of this paper. First, information concerning the assignment of Deputy Comptroller of the Navy is presented in Section C of this Chapter and in Chapter IV, but is not included in the tables. This is because it is the opinion of the writer

that the nature of the assignment of the Deputy Comptroller is significantly different from any other assignment in the Department of the Navy. Second, Sections D through J of this Chapter include the descriptions of problem areas and trends, and the comments of each comptroller regarding the contribution which he and his organization make to the operation of his activity. Third, the three tables at the end of this Chapter list that interview data which was susceptible to tabular presentation. Finally, all other information and concepts which were derived from the interviews and which were significantly related to the subject of this paper are included in Chapter IV.

3. Interviewees. Persons selected as interviewees were chosen from among Navy officers who were functioning in comptroller type assignments. At the bureau level, this selection resulted in interviews with each military comptroller or deputy comptroller. Elsewhere, effort was made to select activities which were typical of the parent bureau or office concerned, not merely impressive in size or convenient in location.

A list of interviewees is included in Appendix H.

There is no significance to the sequence in which interview results are presented in Sections D through J of this Chapter, except that field activities and commands have been grouped under their respective bureaus or offices.

C. Comptrollership billets administratively under the Comptroller of the Navy.

1. Deputy Comptroller of the Navy.

a) The establishment, organizational nature, and relationships of the Office of the Comptroller of the Navy have been described.[3] However, the following additional facts are relevant at this point. The Comptroller of the Navy, a civilian, is assisted by a Rear Admiral of the line, who is designated Deputy Comptroller. Thus, within the Navy Department, the Comptroller is a civilian, and his Deputy is a Navy officer. The functions of the Deputy Comptroller are briefly outlined as follows:

> The Deputy Comptroller assists the Comptroller in all matters and respects as directed by the Comptroller and, in the latter's absence, acts in his stead. Subject to the authority of the Comptroller, he is responsible for the internal administration within the Office of the Comptroller.[4]

The relationships of the Comptroller and Deputy Comptroller in regards to other components and organizations, both within and without the Navy, are especially widespread and complex. For example, the budget processes of formulation, execution, and mid-year review require dealings with the Chief and Comptroller of each bureau, the Chief of Naval Operations and his Advisory Board (CAB), the Commandant of the Marine Corps, the Secretary of the Navy, the Secretary of Defense (especially his Office of the Assistant Secretary of Defense, (Comptroller)),

[3] Supra, Chap. I, pp. 7-12.
[4] NavCompt Manual, Vol. I, Para. 011101.

the Bureau of the Budget, and the Congress. In addition, the Comptroller and Deputy Comptroller have dealings with the Department of the Army, the Department of the Air Force, the Treasury Department, the General Accounting Office, and other governmental agencies.

Within the office of the Comptroller, the billet of the Deputy Comptroller is the only one to have an assigned Navy Officer Billet Classification of 1050, which indicates a Comptroller. This constitutes recognition of the fact that within the Office of the Comptroller, the Deputy Comptroller is the only Navy officer to have responsibilities assigned within all the areas of comptrollership. In contrast, the three Assistant Comptrollers (for Budget and Reports, for Accounting and Finance, and for Audit), are assigned responsibilities only within the areas indicated by their respective titles.

The incumbent Deputy Comptroller of the Navy is Rear Admiral Lot Ensey, USN. His designator, and that of the billet he fills, is 1100, which indicates an unrestricted line officer not a member of the Aeronautic organization.

Personnel administratively under the Deputy Comptroller normally include approximately 400 military personnel, and approximately 4,300 civilians. The particularly high caliber of these personnel is suggested by the fact that the Navy officers include two rear admirals, and the civil service personnel

includes one individual having a general service rating of GS-18.

b) Functions in which the Deputy Comptroller assists the Comptroller of the Navy. Since these functions have been outlined,[5] the following data will be of a supplementary nature.

The Comptroller and his Deputy seek certain results and the standard application of certain procedures, rather than the establishment of uniform organizational structures and statements of functions. Thus, the Office of the Navy Comptroller issues directives over detailed comptrollership procedures. These procedures apply equally well to each component performing a comptrollership function, whether or not the component is designated as being within the comptroller organization. For example, at the Naval Amphibious Base, Little Creek, Virginia, they apply to the accounting procedures to be followed by the Supply and Fiscal Department, which is organizationally entirely separate from the Comptroller of that base.

In contrast, bureaus are given the perogative of prescribing in general terms the nature of comptrollership organizational structures and of overall accounting and budgeting procedures, both for themselves and for their field activities.

Certain work measurement statistics are reviewed by NavCompt. However, at the level of the SecNav, controls and

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[5] Supra, Chap. I, pp. 7-12

directives over the collection and use of work measurement data are issued only by the Navy Management Office (NMO).

In the area of data processing, the reader will recall that the Comptroller has the function of integrating data processing applications into a single accounting and reporting system.[6] In addition, the Office of the Comptroller has authority to approve or withhold expenditures of funds for data processing systems. However, the actual installation (application) of data processing equipment at a bureau or activity is subject to the approval of the Navy Management Office.

The budgetary functions are of especially great significance. For the entire department of the Navy, the office of NavCompt acts as a central point through which information flows between the levels of the bureaus, offices, field activities, and military commands, and the levels of the Secretary of the Navy, Office of the Secretary of Defense, Bureau of the Budget, and the Congress. The scope and complexities of this information flow are of tremendous proportions. However, as the briefest possible example of the budgetary function, the following indicates the nature of considerations involved in the budgetary review of each item by NavCompt:

(1) Is the item requested part of and consistent with approved Navy programs?

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[6] Supra, Chap. I, P. 10.

(2) Is production feasible, in consideration of the availability of all necessary resources?

(3) Should the time-phasing of all or part of an item be changed to avoid the development of funding requirements at this time?

In the effective execution of their functions, the Comptroller and Deputy Comptroller establish a relationship with the Secretary of the Navy which is similar to the relationship between the president of a corporation and his board of directors: in this sense, the thinking, point of view, and scope of work of the Comptroller personnel must be as broad as that of the Secretary himself.

As was previously noted,[7] the Comptroller of the Navy was assigned all responsibility for internal audit throughout the Department of the Navy.

> Internal auditing is the independent appraisal activity within an organization for the review of the accounting, financial, and related operations as a basis for protective and constructive services to management. It is a type of control which functions by measuring and evaluating the effectiveness of other types of control. It deals primarily with accounting and financial matters, but it also may deal with related matters of an operating nature (excluding tactical operations).[8]

Under the direction of the Assistant Comptroller, Audit, the function of internal audit is carried out by Navy area audit offices, and their various branch offices, mobile teams, and resident teams.[9]

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[7] Supra, Chap. I, p. 14.

[8] NavCompt Manual, Vol. I, Para. 014100.1.a.

[9] Ibid., Para. 014050 - 014051.

2. Other comptrollership billets. Within the Office of the Comptroller, the billet of the Deputy Comptroller is the only one to have responsibilities assigned within all the areas of comptrollership.

D. Comptrollership billets administratively under the Chief of Naval Operations.

1. Comptroller on the staff of Commander, Naval Air Force, U. S. Atlantic Fleet.

a) Problem areas. In the process of changing certain major supply procedures, it appears, at times, that inadequate consideration is given to the financial effects upon the operating forces of the Navy. In several cases, the net result has been that material which formerly was issued to the operating forces without charge is suddenly announced as being chargeable to operating funds, without corresponding increases in the funds required. This type of situation has occurred within programs under the various military single managers, and has also been created by certain "intercognizance" transfers within the Navy supply system.

b) Comments of the comptroller regarding the contribution which he and his organization make to the operation of COMNAVAIRLANT.

(1) The comptroller provides his superiors with the financial flexibility required to meet rapidly changing operational considerations within very rigid budget limitations.

(2) Through his knowledge of financial policies and procedures, the comptroller helps to prevent that inaction which is caused by a regulation apparently standing between an operating requirement and necessary funds.

2. Comptroller on the Staff of the Headquarters, FIFTH Naval District.

a) Problems.

(1) Since no annual planning figure is received from the Office of Chief of Naval Operations (OpNav), the comptroller has no estimate of the OpNav funds which he can expect to receive during the next quarter.

(2) The comptroller's accounting procedures are significantly complicated by the fact that the Bureau of Naval Personnel accounting requirements involve reporting details below the object class level.

b) Comments of the comptroller regarding the contribution which he and his organization make to the operation of the activity.

(1) The comptroller performs functions which are essential in the proper financial management of alloted funds for which the Commandant is responsible.

(2) The comptroller is able to relieve the Commandant of much detailed decision making. For example, during the past one and a half years, all questions of a financial

management nature were resolved below the level of the Commandant.

E. Comptrollership billets administratively under the Chief, Bureau of Ships.

1. Comptroller of the Bureau of Ships.

a) Problem areas. For the optimum performance of his duties, the comptroller needs the authority to act with promptness and flexibility. However, so many echelons above the comptroller generate controls that little flexibility of action remains. Details and detailed procedures are emphasized by all such levels, from the Bureau of the Budget through the Secretary of Defense and the Comptroller of the Navy. Many procedures seem to have been established to safeguard against the unlikely recurrence of an undesirable event that happened only once before. Many important requests are deferred by requirements for detailed justification. The net effect is a series of prolonged delays in the execution of important actions needed to meet sudden changes in situations.

b) Comments of the comptroller regarding the contribution which he and his organization make to the operation of an activity. The functions performed by the comptrollers in the bureau and its activities are indispensable to management. Among other things, these functions are essential in reporting on the effectiveness of the command concerned, and in justifying requests of the command for the resources of manpower, funds.

and materiel.

2. Comptroller of the Norfolk Naval Shipyard, Portsmouth, Virginia.

a) Problem areas and trends.

(1) Problem areas. The inadequate number of military comptrollers is due in part to the feeling of military men that comptrollership is essentially a civilian field. This misconception deters many highly competent and otherwise well-motivated officers. Comptrollership needs to be accepted by military officers as a valuable part of management.

(2) Trends. There is a trend away from the old concept that comptrollership merely involves bookkeeping and a reporting of numerical totals, and toward the broader concept of management services including management engineering, management surveys, management studies of procedures and methods, and evaluations of reported data. This trend is logical, since the comptroller can best interpret the increasingly large amount of statistical data available.

b) Comments of the comptroller regarding the contribution which he and his department make to the operation of the shipyard. The comptroller department is as vital a part of the shipyard organization as is any other major department. This fact is recognized by the shipyard management.

F. Comptrollership billets administratively under the Chief, Bureau of Naval Weapons.

1. Comptroller of the Bureau of Naval Weapons.

a) Problem areas and trends.

(1) Problem areas.

(a) Some particularly large problems were created late in 1959 when the Bureau of Ordnance and the Bureau of Aeronautics were merged to form the Bureau of Naval Weapons, (hereinafter referred to as BuWeps). These problems were made even more complex by the development of a new accounting system for BuWeps, and by the need to convert a large part of the former Bureau of Aeronautics accounting system from the old manual basis to the new mechanized procedure.

(b) There is a need for a general realization and appreciation for the role of the comptroller. This role includes "pricing out" for top management the costs of alternative courses of action, and the maintenance of a strictly staff organizational relationship. Although top management people generally have a fairly clear concept of this role, middle management usually is less appreciative.

(2) Trends.

(a) Throughout government and business, comptrollership is gaining in stature, attention, and recognition. Within the Federal government, much of this gain has been due to the Hoover Commission and to the Congress in their stress on more business-like procedures.

(b) BuWeps is developing a standard organization structure for the comptroller component of each of its field activities, with variations between the largest and smallest activities being evidenced primarily by corresponding variations in the separation or consolidation of functions.

(c) There is a trend toward BuWeps requesting advance review of all nominations by which BuPers proposes to assign officers to comptroller billets under BuWeps management control. This would be an extension of the present procedure whereby such nominations of Supply Corps officers are now reviewed in advance both by the Bureau of Supplies and Accounts and by BuWeps.

b) Comments of the comptroller regarding the contribution which he and his organization made to the operation of the bureau.

(1) The top executive of each organization (such as the Chief of BuWeps) needs someone (the comptroller) who spends his full time on the financial management aspects of the following:

(a) Keeping fully acquainted with laws and regulations.

(b) Facilitating decentralized fund management.

(c) Preparing and issuing principles for the guidance of field activities.

(2) The comptroller and his component are always available to render immediate staff assistance in the solution of problems.

(3) The basis for effective management in BuWeps is a strong, effective organization of program managers. The comptroller renders invaluable assistance to the managers by providing them, on a weekly basis, timely, detailed, and complete financial reports.

2. Comptroller of the Naval Weapons Station, Yorktown, Virginia.

a) Problem areas and trends.

(1) Problem areas.

(a) There are increasing requirements for larger and more detailed reports to be prepared by the Naval Weapons Station. This tends to result in management attention not being in proportion to the value of an item.

(b) There is a tendency among some managers to feel that systems and procedures can replace the need for management decisions. This is an incorrect basis of reasoning, since systems and procedures are only tools to aid management.

(2) Trends. There is evidence that, within the Office of the Secretary of Defense, increased importance is being given to the area of comptrollership.

b) Comments of the Comptroller regarding the contribution which he and his Department make to the operation of the Naval Weapons Station.

(1) The Comptroller can be the best single source of management data for the commanding officer.

(2) The comptroller can make recommendations regarding the structure and future of the activity with more objectivity than could an employee who might thereby jeopardize his future job.

(3) The comptroller is the individual best able to interpret to the commanding officer, the Bureau of Naval Weapons, and the general public the nature and importance of the requirements and uses of personnel, materiel, and money at the Naval Weapons Station.

(4) In helping the commanding officer to get his job done, the comptroller finds the best way to finance expenditures of sufficient priority.

3. Comptroller of the Naval Air Station, Norfolk, Virginia.

a) Problem areas and trends.

(1) Problem areas.

(a) Serious problems are created by the fact that funds are received quarterly, usually only approximately two weeks in advance of the beginning of each

quarter. The resulting uncertainty regarding the availability of funds complicates even those budgetary plans which are developed for as short a period as one year.

(b) In the budget formulation process, it is common for the Bureau of Naval Weapons to initiate a request for estimated requirements in March and require that this data be returned to the bureau in April. Although it is recognized that there are many factors involved in this bureau policy, the net result is that the comptroller at the Naval Air Station has a relatively short time in which to comply with the bureau request and guide lines.

(c) The training and motivation of employees constitutes a continuous problem. The need for training is primarily occasioned by the relatively high personnel turnover. The problem of motivation stems largely from the fact that most employees lack direct experience with combat type operations and organizations.

(d) Fiscal complications are created by the existance of inter-service agreements as, for example, the procedure whereby the Naval Air Station services certain aircraft of the Military Air Transportation Service.

(2) Trends. There is a trend toward the increasing use of automatic data processing systems. One cause of this trend is the need for additional quantities of

data in order to meet the requirements of the command and other superiors for better management. Another reason for this trend is the reduction in number of civil service employees, due to the fact that payroll funds are essentially stable from year to year, whereas wage rates are increasing.

b) Comments of the comptroller regarding the contribution which he and his department make to the operation of the Naval Air Station. The comptroller assists the commanding officer in the following three important ways:

(1) He takes steps to obtain the funds required for the operation of the Naval Air Station.

(2) He sees that the funds received are spent for optimum results in accordance with changing priorities for the support of the operating forces.

(3) He is the one central source of advice and assistance on practically all matters effecting economy and efficiency.

G. Comptrollership billets administratively under the Chief, Bureau of Naval Personnel.

1. Comptroller of the Bureau of Naval Personnel.

a) Problem areas.

(1) The comptroller and his subordinates continuously encourage other bureau personnel to negotiate contracts as quickly as possible, in order to gain the

advantages of timely and thorough preparation of specifications, to insure placement within the fiscal year, and to foster consolidation of procurement actions. The importance of this last item stems from the fact that the larger the dollar size of a contract, the more competitive bids will tend to be, generally resulting in greater savings to the government.

(2) Human relations from the basis of most problems, even those problems involving procedural matters. This is true despite the fact that nearly all employees are basically honest, and want to do a good job for their superiors. The goal of effective human relations is the creation of an organization which, because it is harmonious, can solve all the mechanics of procedural or organizational problems.

(3) Approximately $2,500,000 is controlled annually in the form of open allotments for such purposes as military personnel pay and allowances, subsistence, and travel. Because these huge sums are administered by open allotments, their overall reporting system is markedly different from other reporting systems in the Navy. Management control is based on many statistical estimates which are intended to answer such questions as, How many military personnel undergoing permanent change of station during the fiscal year have their own household furnishings? What is the total weight of such furnishings? How many miles will the furnishings have to be transported? How many dependents will be reimbursed for travel?

The final results of expenditures incurred are not received until two years after the close of the fiscal year. Nevertheless, by virtue of great management care and the use of the best management tools available, the appropriation Military Personnel, Navy has never been overobligated.

(4) Total funds available to the Bureau of Naval Personnel, like those available to the Navy as a whole, are essentially fixed from year to year in terms of the number of dollars. This is true despite the fact that the value of each dollar is steadily decreasing. In contrast to this effectively shrinking budget, are steadily increasing financial demands for such purposes as the procurement of more expensive training aids necessary for instructing personnel in the understanding of more complex equipments. Within the pressure of such a dollar squeeze, sound decision must continuously be made regarding the tempting short run course of deferring plant and equipment maintenance.

b) Comments of the comptroller regarding the contribution which he and his component make to the operation of the bureau.

(1) The comptroller is one of the most important staff officers serving the Chief of Naval Personnel. The chief is constantly faced with urgent financial problems. He needs someone who can, on his behalf, present a sound review

of alternative courses of action, keep control of financial details, and be thoroughly conversant with financial matters generally. The comptroller meets these needs.

(2) In accordance with the policies and guide lines of the Chief of Naval Personnel, the comptroller arranges bureau programs into a dollar priority list. This procedure involves a continuous weighing of alternatives, and a never-ending effort of providing for the most essential things first.

2. Comptroller of the Naval Amphibious Base, Little Creek, Virginia.

a) Problem areas and trends.

(1) Problem areas.

(a) The Naval Amphibious Base "sells" steam, water, and electricity to ships moored to the base piers. Budgeting and accounting for these "sales" create problems of considerable magnitude, since the usage per ship per day can only be estimated on the basis of past experience, and since ship operating schedules are always subject to possible change.

(b) Problems are generated by significant changes in accounting procedure. For example, the Comptroller of the Naval Amphibious Base anticipates a probable change in object class structure by NavCompt, possibly becoming effective 1 July 1961.

(c) Civil Service wage increases always result in reductions in force (RIFs), as Congress never grants additional funds for this purpose.

(d) Personnel funds received are never enough for the authorized personnel ceiling, due to the need to pay unused annual leave to those employees terminating their employment during the fiscal year.

(e) Many "tennant/joint user agreements" involving cost allocations are necessary in the administration of the Naval Amphibious Base.

(2) Trends. It appears that eventually all, or nearly all of the Navy, will be under NIF (Naval Industrial Fund) or NIF-type accounting procedures.

b) Comments of the comptroller regarding the contribution which he and his organization make to the operation of the activity. Before the establishment of comptrollers, there was no coordination of civilian personnel ceilings regarding how many people the command could afford to hire, there was no centralized control over procurement of equipment, and there was no centralized expert knowledge on financial procedures, such as the procedures for requesting funds and for budget preparation and execution. The comptroller now fills all these needs. In addition, he and his staff give advice and help to the commanding officer and others of the activity in financial management matters. In such matters as

coordinating the budget preparation and execution, the comptroller can be more objective than any one operating department, since he does not have a personal interest in the success of one operating department as compared to another.

H. Comptrollership billets administratively under the Chief, Bureau of Supplies and Accounts.

1. Comptroller of the Bureau of Supplies and Accounts.

a) Problem areas and trends.

(1) Problem areas.

(a) The Bureau of Supplies and Accounts is now performing functions of what may be referred to as residual Navy accounting. This function involves such accounts as deposits and others, none of which have an intrinsic primary connection with this bureau. It would appear that NavCompt would be the more logical organization to perform this type of accounting.

(b) There is an increasing trend toward the centralization of the comptroller function at the levels of NavCompt and at the Office of the Assistant Secretary of Defense (Comptroller). If this trend continues, it may dilute the financial management functions performed at the bureau level and below.

(2) Trends.

(a) There is a trend toward the Bureau of Supplies and Accounts comptroller removing himself from

detailed, day-to-day matters, and aligning himself with major problems, thereby exercising a more effective role of coordinating total needs and total resources of all parts of the bureau. This is considered to be a fulfillment of the proper staff role of the comptroller.

(b) There is a growing recognition of the need for increasing the liaison between the comptrollers of the various Navy bureaus, to permit an exchange of the best ideas of each.

b) Comments of the comptroller regarding the contribution which he and his organization make to the operation of the bureau.

(1) The comptroller participates in budget justification at all levels of review.

(2) Generally, the extent to which the bureau can do anything is limited by the number of people and the amount of dollars available. Based on personnel and funding limitations, the comptroller recommends to top management alternative courses of action achievable within available resources.

2. Planning Officer and Comptroller of the Naval Supply Center, Norfolk, Virginia.

a) Problem areas.

(1) Significant problems are created by

the trend of giving management control of various types of material to the several military single managers. These problems become especially acute for a supply activity such as the Naval Supply Center which is designated as a single manager distribution point. Contributing significantly to the resulting difficulty is the fact that in many instances forms and concepts vary between single managers, as well as varying from the forms and concepts used by the Navy supply system.

(2) Some destroyer tenders and submarine tenders are being converted to Navy Stock Fund accounting. A basic premise of the Navy Stock Fund is that it is generally applicable to fast moving material. However, tenders must stock certain slow moving material items, which, because of their essential nature, must be available at all times.

(3) Another problem is the tendency among some comptroller personnel to place primary emphasis on accounting procedures, rather than on the combat missions of operating units. Similarly, there is some tendency to place excessive emphasis on financial accounting, at the expense of property accounting.

b) Comments of the comptroller regarding the contribution which he and his department make to the operation of the NSC. In a staff capacity, the department advises and assists the commanding officer in the achievement and

maintenance of efficiency, effectiveness, and economy in the operation of the Naval Supply Center.

I. Comptrollership billets administratively under the Chief, Bureau of Medicine and Surgery.

1. Deputy Comptroller of the Bureau of Medicine and Surgery.

a) Problem areas. It is the responsibility of the comptroller to design and maintain an accounting system for the bureau and its field activities which will accomplish three distinctly different purposes. The system must provide data which will be most valuable as a management tool of the Bureau of Medicine and Surgery, it must provide information on a somewhat different basis as required by NavCompt, and it must conform to the Hospital Accounting System prescribed by the Bureau of the Budget. The simultaneous fulfillment of these three needs, and the need to implement mandatory changes without creating procedural conflicts, create an imposing challenge to the comptroller and his staff.

b) Comments of the comptroller regarding the contribution which he and his organization make to the operation of the bureau. The comptroller and his organization are able to provide the bureau with a highly effective system of financial management. This is exemplified by the fact that for at least the preceding four years, there has been no

overobligation in the bureau or in any of its field activities (except in the area of Medicare).

2. Fiscal and Supply Officer of the National Naval Medical Center, Bethesda, Maryland.

a) Problem areas and trends.

(1) Problem areas.

(a) Communications. On those occasions in which complaints are received, the wording of the complaints frequently is not sufficiently specific to permit corrective action.

(b) Accounting Data. Continuous improvement is always needed to present accounting information in an ever more timely and accurate manner.

(c) Human Relations. The particular importance of effective human relations is created by the large and organizationally complex nature of the NNMC.

(d) Attitudes. It is important to develop and maintain attitudes of service, rather than of mere perfunctory performance of duty. This is especially significant when rapid issue of medicines is involved.

(2) Trends. There is a growing appreciation of the need for and utility of electric accounting machines and automatic data processing systems.

b) Comments of the fiscal and supply officer regarding the contribution which he and his department make to the operation of the National Naval Medical Center. The fiscal and supply officer acts as a fiscal advisor, both to the commanding officer of the Center and to the commanding officers of each of the six tenant commands. In this informative capacity, he advises all the commanding officers with regard to fiscal requirements and means of meeting them.

J. Comptrollership billets administratively under the Chief, Bureau of Yards and Docks.

1. Assistant Chief for Administration and Comptroller of the Bureau of Yards and Docks.

a) Problem areas and trends.

(1) Problem areas.

(a) There is an evident need for the commanding officers of all naval activities to gain a greater understanding and appreciation of the value of comptrollership.

(b) Commanding officers and others in top management positions should gain an understanding of the fundamentals of Navy accounting, especially regarding the nature and importance of obligations.

(c) Computer applications are going through a state of "growing pains", due largely to the inability of field commands to know what they must do for computers

to serve them. The basis of such knowledge is a determination of functions to be performed. Without such a knowledge, computers may be improperly used merely as fast bookkeeping machines, or as a method of multiplying the variety and number of reports produced.

(2) Trends.

(a) There is a trend toward the increased use of projected costs as the basis of budgets, replacing the theory of the fixed base budget.

(b) There is a movement toward developing only those reports which have adequate value in the solution of known problems.

(c) There are increasing requirements from the Congress and others for more representative and meaningful accounting data.

(d) In the physical operations of the field activities, there are strong trends toward modernizing and standardizing operating procedures and physical structure designs.

(e) The Bureau of Yards and Docks is continuing its policy of hiring commercial firms for the performance of such functions as design and construction, rather than continuously maintaining expensive "in-house" capabilities in these areas. This policy is an expression of improved

financial management through the more efficient use of funds.

(f) There is a continuing trend at bureau levels to assign funds to program managers, for their administration and subsequent reporting. This limits the control of the comptroller over such funds.

b) Comments of the comptroller regarding the contribution which he and his component make to the operation of the bureau. The comptroller assists the chief of the bureau to provide the Navy with the maximum maintenance, utilities, and other services for the dollar, consistent with good management practice.

2. Other comptrollership billets. There are no Navy officer comptrollers at any of the field activities under the management control of the Bureau of Yards and Docks.

TABLE 1

BILLET DESCRIPTIONS[a]

Activity[b]	Billet Title	Grade of Officer	Designator of Billet[c]	NOBC[d]	Training Code[e]
Commander, Naval Air Force, U.S. Atlantic Fleet	Comptroller	Commander	3100 (Supply Corps officer)	1050 (Comptroller)	8171P
Headquarters, Fifth Naval District	"	Captain	1100 (unrestricted line officer, not a member of the aeronautic organization)	"	"
Bureau of Ships	"	"	1400 (engineering duty officer)	"	none

[a]Source of data: Officer Distribution Control Report (ODCR), a monthly listing printed by data processing equipment of the Bureau of Naval Personnel. Chapter II, Section A, supra, includes additional information regarding the ODCR.

[b]For ease of cross reference, the sequence of listing activities in this table is the same as that used in Chapter III.

[c]The complete listing of billet designators is included in the following reference: U.S., Department of the Navy, Bureau of Naval Personnel, BuPers Instruction 1210.4C, 18 August 1960.

[d]Complete descriptions of each NOBC are included in Appendix F. See also Chapter I, Section E, and Chapter II.

[e]Descriptive information regarding all postgraduate training codes is included in the following reference: U.S., Department of the Navy, Bureau of Naval Personnel, Manual of Navy Officer Billet Classifications, publicationsNavPers 15839 (Washington: U.S. Government Printing Office, 1960), pp. 347-350.

TABLE 1

BILLET DESCRIPTIONS (cont)

Activity	Billet Title	Grade of Officer	Designator of Billet	NOBC	Training Code
Norfolk Naval Shipyard, Portsmouth, Virginia	Comptroller	Captain	1400 (engineering duty officer)	1050 (Comptroller)	none
Bureau of Naval Weapons	"	"	1510 (aeronautical engineering duty officer)	"	8171P
Naval Weapons Station, Norfolk, Va.	"	Commander	3100 (Supply Corps officer)	"	"
Naval Air Station, Norfolk, Virginia	"	"	1300 (unrestricted line officer who is a member of the aeronautic organization)	"	"
Bureau of Naval Personnel	"	Captain	1100 (unrestricted line officer, not a member of the aeronautic organization)	3980 (Personnel Plans and Policy Chief)	none
Naval Amphibious Base, Little Creek, Virginia	"	Commander	1100 (unrestricted line officer, not a member of the aeronautic organization)	1050 (Comptroller)	8171P

TABLE 1

BILLET DESCRIPTIONS (cont)

Activity	Billet Title	Grade of Officer	Designator of Billet	NOBC	Training Code
Bureau of Supplies and Accounts	Comptroller	Captain	3100 (Supply Corps officer)	1050 (Comptroller)	none
Naval Supply Center, Norfolk, Va.	Planning Officer and Comptroller	Captain	"	1984 (Supply Plans Officer)	"
Bureau of Medicine and Surgery	Deputy Comptroller	Commander	2300 (Medical Service Corps)	0800 (Administrative Officer of the Medical Service Corps)	8171P
National Naval Medical Center, Bethesda, Md.	Fiscal and Supply Officer	Lieutenant Commander	"	0804 (Finance Officer of the Medical Service Corps)	none
Bureau of Yards and Docks	Assistant Chief for Administration and Comptroller	Captain	5100 (Civil Engineer Corps Officer)	4940 (Construction Plans and Policy Chief)	8171P

TABLE 2

DUTIES PERFORMED BY THE COMPTROLLER HIMSELF[a]

Activity	Billet Title	Percentage of Total Time				Other Information
		Budgeting	Accounting	Progress and Statistical Reporting	Internal Audit and Review Matters	
Commander, Naval Air Force, U.S. Atlantic Fleet	Comptroller	55	20	20	5	
Headquarters, Fifth Naval District	"					50% - administration of allotments. 10% - translation of program requirements into financial plans. 10% - comparison of performance to plans, and making adjustments. 20% - reports. 10% - accounting. That portion of his duties which are of a comptrollership nature require approximately one hour of his time per day.

[a]These statistics represent the average, approximate proportions of time required by the

TABLE 2

DUTIES PERFORMED BY THE COMPTROLLER HIMSELF - (Cont)

Activity	Billet Title	Percentage of Total Time				Other Information
		Budgeting	Accounting	Progress and Statistical Reporting	Internal Audit and Review Matters	
Bureau of Ships	Comptroller	90	2	2	6	During budget formulation, includes determination of the various accounts against which charges should be made.
Norfolk Naval Shipyard, Portsmouth, Virginia	"	20	30	30	10	10% - educational presentations, committee work, and miscellaneous collateral duties.
Bureau of Naval Weapons	"	25	20	30	25	Administrative and leadership time is distributed across the four duty areas.

[a] (continued from preceding page)

person indicated to perform his comptrollership duties. The percentages given are based on defining the total amount of time applied to comptrollership duties as 100%. In most cases, this total amount of time is approximately equal to the total working hours of the officials involved, the principal exceptions being in the staff of the Headquarters, Fifth Naval District, the Naval Supply Center, Norfolk, the National Naval Medical Center, Bethesda, and the Bureau of Yards and Docks.

TABLE 2

DUTIES PERFORMED BY THE COMPTROLLER HIMSELF - (cont)

Activity	Billet Title	Percentage of Total Time				Other Information
		Budgeting	Accounting	Progress and Statistical Reporting	Internal Audit and Review Matters	
Naval Weapons Station, Yorktown, Virginia	Comptroller	50	3	30	1	15% - informational presentations and other public relations type activities. 1% - boards, committees, and similar groups.
Naval Air Station Norfolk, Va.	"	20	20	20	20	10% - miscellaneous duties, including giving presentations to visitors and preparing such presentations for use by the commanding officer. 10% - boards and committees.
Bureau of Naval Personnel	"	70	10	10	10	

TABLE 2

DUTIES PERFORMED BY THE COMPTROLLER HIMSELF - (cont)

Activity	Billet Title	Percentage of Total Time				Other Information
		Budgeting	Accounting	Progress and Statistical Reporting	Internal Audit and Review Matters	
Naval Amphibious Base, Little Creek, Va.	Comptroller				1	10% - collateral duties. Remaining 89% in budgetary, accounting, and reporting, with emphasis on budgeting; cannot make more meaningful subdivision.
Bureau of Supplies and Accounts	"	70	15	15		Within the area of accounting, emphasis is on the efficiency of the accounting system. Internal review is performed by the Inspector General of the Supply Corps, the program managers and the activity managers.

TABLE 2

DUTIES PERFORMED BY THE COMPTROLLER HIMSELF (cont)

Activity	Billet Title	Percentage of Total Time				Other Information
		Budgeting	Accounting	Progress and Statistical Reporting	Internal Audit and Review Matters	
Naval Supply Center, Norfolk, Virginia	Planning Officer and Comptroller	60	5	25	10	Within the area of accounting, emphasis is primarily in the area of policy formulation. Comptrollership duties require approximately one-third of his time.
Bureau of Medicine and Surgery	Deputy Comptroller	70	10	10	10	
National Naval Medical Center, Bethesda, Md.	Fiscal and Supply Officer	20	10	50	20	Comptrollership duties require approximately 80% of his time.
Bureau of Yards and Docks	Assistant Chief for Administration and Comptroller	25	25	25	25	Percentage figures are illustrative, not mathematical approximations, since the four duty areas and the field of administration are inherently interrelated and impossible of absolute separation.

TABLE 3

DATA PROCESSING EQUIPMENT[a]

Activity	Control Component[b]	Comptroller Uses[c]	Comptroller Knowledge[d]	Other Information
Commandar, Naval Air Force, U.S. Atlantic Fleet (CNAL)	Fleet Aviation Accounting Office (FAAO), an agency of CNAL.	Accounting for all aviation allotments, matching obligations and expenditures.	Equipment capabilities and limitations. Technical knowledge not essential.	CNAL exercises administrative control over FAAO via comptroller.
Headquarters, Fifth Naval District	Inventory control and fiscal department, Naval Supply Center, Norfolk.	All allotment accounting, and numerous financial reports.	Equipment output, not methods or procedures.	

[a]Includes electric accounting machines (EAM), electronic data processing machines (EDPM), and automatic data processing systems (ADPS).

[b]That component of the same activity (unless otherwise indicated) which directly controls operation of the equipment.

[c]The characteristic or more important purposes for which the comptroller uses the equipment.

[d]Knowledge of data processing which the incumbent comptroller believes should be possessed or obtained by anyone in his billet.

TABLE 3

DATA PROCESSING EQUIPMENT - (cont)

Activity	Control Component	Comptroller Uses	Comptroller Knowledge	Other Information
Bureau of Ships	Administrative Division (Not under the comptroller).	Does all accounting Gives management status reports on all funds for which bureau is responsible.	General concept of capabilities. No detail.	Within areas of accounting and reporting, controller is involved in improving related data processing procedures.
Norfolk Naval Shipyard, Portsmouth, Va.	Machine operations division, comptroller department.	Voluminous reports on daily, weekly, monthly, quarterly and annual basis.	Functions, operations, and use, so comptroller can maximize use and improve procedures	Comptrollership reporting constitutes practically entire output.
Bureau of Naval Weapons	Inspector general and assistant chief for administration	Reports on status of funds, classified by budget projects.	Understand printed output. Capable of appraising extent to which management needs fulfilled.	Comptroller develops data processing systems for area of comptrollership, coordinates them with established policies.
Naval Weapons Station, Yorktown, Va.	Data processing division of comptroller department.	Payrolls, and reports on accounting, daily production progress and control, and personnel.	Considerable knowledge of principles, to improve equipment utilization.	

TABLE 3
DATA PROCESSING EQUIPMENT - (cont)

Activity	Control Component	Comptroller Uses	Comptroller Knowledge	Other Information
Naval Air Station, Norfolk, Va.	Fiscal Department	Wide variety of financial reports	None necessary when first assuming duty as comptroller.	During duty, general knowledge of operation is of value.
Bureau of Naval Personnel	Manpower information division (not under comptroller)	Generate certain financial data, and provide numerical bases for financial reports.	Knowledge of input and output is important. Understanding of operation is helpful, not essential.	Much personnel administration data from equipment is converted into financial data.
Naval Amphibious Base, Little Creek, Virginia	Supply and Fiscal department (not under comptroller)	Allotment accounting.	Equipment capabilities, especially what reports can or cannot practically be produced.	Comptroller department prescribes accounting procedures used by fiscal division of supply and fiscal department.
Bureau of Supplies and Accounts	comptroller	Statistical and accounting reports, and supply management report.	Clear appreciation of capabilities and limitations of equipment.	60% - 70% of equipment output used for statistical and accounting purposes.
Naval Supply Center, Norfolk, Virginia	Inventory control and fiscal department (not under comptroller)	Relatively few financial reports	Little or no knowledge of equipment required.	Nearly entire equipment output is in comptroller type functions of accounting and payroll. Detailed equipment input procedures developed in planning and comptroller department.

TABLE 3

DATA PROCESSING EQUIPMENT - (cont)

Activity	Control Component	Comptroller Uses	Comptroller Knowledge	Other Information
Bureau of Medicine and Surgery	Statistics division (not under comptroller)	Fiscal and supply matters.	Ability to make procedural analysis of an operation before it is mechanized: promotes streamlining.	Comptroller is responsible for coordinating all data processing in field activities of the bureau.
National Naval Medical Center	Fiscal and Supply officer	Primarily, accounting and payroll; secondarily, supply and other purposes.	Clear ideas of data input and output, and of general operation.	Should be able to insure data output meets current directives and policies.
Bureau of Yards and Docks	Assistant chief for administration and comptroller.	Accounting, progress reporting, program management, and some executive level analysis and review.	Potential of the system.	

CHAPTER IV

CONCLUSIONS

A. Implementation of the intent of Congress. The intent of the Congress regarding the establishment and functions of Comptrollers has been and is being implemented. The primary expression of this intent was Title IV, which established the Comptrollers of the Secretary of Defense and of the three service Secretaries, respectively; also, it emphasized budgeting, accounting, progress and statistical reporting, and internal audit as primary functions of comptrollership. Subsequently, the concepts of these functions were further developed by the Secretary of Defense, the Secretary of the Navy, the Comptroller of the Navy, and the chiefs of the bureaus.

Since the wording of Title IV prefaced the list of functions by the words ". . . including but not limited to those specified . . ."[1] specific authority existed for the addition of other functions related to budgetary and fiscal matters. Therefore, the subsequent addition of such specific duties as disbursing and the administration of contract advances[2] was within the scope of authority granted by the Congress.

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[1] National Security Act Amendments of 1949, p. 9.

[2] Supra, chap. I, p. 11.

B. Staff relationship. The staff relationship which each comptroller has to his parent organization is clearly evident, both in writing and in practice. This relationship was not touched upon in Title IV, but was first established by the Secretary of Defense following a strong recommendation by the Secretary of the Navy,[3] The staff nature of comptrollership was subsequently emphasized by the Secretary of the Navy,[4] and was reiterated by each interviewee.

C. Data processing. The approach of comptrollers is the flexible concept that data processing is a tool of management, the exact use and organizational location of which should and does vary with differing circumstances. This approach is exemplified by the fact that the comptroller of the Norfolk Naval Shipyard is administratively over the data processing function of that station, whereas the comptroller at the Naval Amphibious Base, Little Creek, is organizationally separated from the data processing done at the base, and the comptroller on the Staff of the Headquarters, FIFTH Naval District uses the data processing equipment of the Naval Supply Center, Norfolk.

D. Comparative emphasis in functions performed. There are significant and understandable differences in functional emphasis between NavCompt, the comptrollers of the bureaus,

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[3] Supra, Chap. I, p. 9.

[4] Supra, Chap. I, p. 10.

and the comptrollers of activities ashore. Following is a brief generalization of the nature of these differences.

1. NavCompt. Centralized audit is performed by NavCompt. However, within that office, budgeting is the function which is the most sensitive, requires the largest number of day-to-day decisions, is most challenging to management, and presents the greatest number of crises. Decisions of budget formulation are especially troublesome, and require extensive and continuous liaison with the Chief of Naval operations, the Secretary of the Navy, the Assistant Secretaries of Defense, and others.

2. Bureaus. Budget execution requires relatively more working time at the bureau level than at the NavCompt level, since it is at and below the bureau level that budget execution is primarily managed.

3. Activities ashore. Here comptrollership appears to involve relatively less emphasis on budget formulation matters, and relatively more emphasis on evaluation and corrective action resulting from the analysis of budget execution through accounting, progress and statistical reporting, and internal review.

E. Organizational titles. There is considerable variation in the organizational titles which designate comptrollership functions at activities ashore. This variation is

primarily the result of differing concepts of policies as between the parent bureaus or offices. However, the variation violates no regulation, since the basic Congressional requirement related only to offices of the Secretary of Defense and of the service Secretaries,[5] and since NavCompt has specifically authorized considerable flexibility in the organizational structures and titles involved.[6] Examples of variations between the titles of individuals assigned comptrollership duties include: "planning officer and comptroller" at the Naval Supply Center, Norfolk; "fiscal and supply officer" at the National Naval Medical Center, Bethesda; and "comptroller" at the Naval Air Station, Norfolk, Virginia.

F. Bureau policies regarding personnel assignments. The bureaus have created characteristic patterns of personnel assignment for their respective field activities. This is illustrated in part by the fact that officers assigned to the comptroller billets in field activities controlled by the Bureau of Supplies and Accounts are Supply Corps officers, whereas officers similarly assigned to field activities of the Bureau of Medicine and Surgery are Medical Service Corps officers, and officers so detailed to naval shipyards are line officers designated for engineering duty only.

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[5] National Security Act Amendments of 1949, p. 10.

[6] NavCompt Manual, Part C.

G. Check-Off List for Assumption of Duty. Interviewees were asked about the desirability of using some form of "check-off list" or "take-over notes" during the process in which an incoming comptroller assumed the duties of an outgoing comptroller. It was proposed that such a list be developed by the incumbent, either during his entire tour of duty or near the end of it. The format and content were conceived as being entirely optional with the comptroller concerned, rather than being rigidly prescribed by any higher authority.

Responses from the interviewees suggested that such a list usually would be of some value under any circumstances, since it would provide the best way of furnishing an incoming comptroller with organized information. However, it was indicated that the value probably would be increased when any of the following situations applied, and decreased to the extent that they were not applicable:

1. When the incoming comptroller is inexperienced in the field of comptrollership. Even here, however, the acquisition of knowledge of effective procedures and techniques can be of greater long run value than a listing of specific problems.

2. When the undesirable case exists in which the outgoing comptroller has kept all records and policies "in his head", and has not kept his subordinates properly advised.

3. When there is a relatively low level of permanence among the senior assistants of the incoming comptroller. This comment has special reference to organizations composed largely or entirely of military personnel, with a resulting continuous turnover of the possessors of knowledge and experience.

H. Chain of command. The chain of command upward from the comptroller is especially revealing, since it usually indicates both the chain of reporting and the organizational echelon of the comptroller. As is indicated by the following, the chains of command for comptrollers tend to follow fairly narrow patterns, with minor variations in the medical field:

1. Within the bureaus, comptrollers usually report to the deputy chief, then to the chief. However, in the Bureau of Medicine and Surgery, the military deputy comptroller reports to the civilian comptroller, then to the assistant chief for planning and logistics, then to the deputy and assistant chief, and finally to the chief of the bureau.

2. At field activities, comptrollers most commonly report to the executive officer and then to the commanding officer. In some cases the titles are varied but the pattern remains, as at a naval shipyard where the comptroller reports to the deputy shipyard commander and then to the shipyard commander. In contrast, at naval hospitals and medical centers

the fiscal officer or the fiscal and supply officer reports to the administrative officer and then to the commanding officer.

3. At headquarters of naval districts, the comptroller usually reports to the chief of staff, and then to the commandant.

4. Within type commands of the operating forces, the comptroller commonly reports to his superior supply or logistic officer, then to the chief of staff, and finally to the commander.

I. Flow of direction and guidance. The budgeting, accounting, reporting, and auditing requirements developed and issued by NavCompt must accommodate the management needs of such diverse organizations as the Department of the Navy, the Department of Defense, the Treasury Department, the Bureau of the Budget, and the Congress. Further, these requirements generally must be so universal in nature as to be applicable throughout the Department of the Navy.

Direction and guidance from NavCompt may be considered as falling into two principal categories. The first category includes matters of a general policy nature, implementation of which generally is initiated at the level of the bureaus and offices. This implementation usually involves interpretation of the intent of the directives as they apply to various specifi c

situations, and subsequent development of detailed procedures which fulfill the NavCompt requirements while being adapted to meet the management responsibilities of the bureaus and offices themselves.

The second category of direction and guidance from NavCompt may be considered to include highly detailed procedures which usually require no modification or interpretation. Information in this category generally is disseminated directly to the organizations, such as field activities, which are immediately affected. This type of information is primarily published by changes to NavCompt manuals for matters of a permanent nature, and by instructions and notices for matters of a temporary or urgent nature.

At the level of the Navy Department bureaus and offices and below, direction and guidance are received primarily from NavCompt and from the principal sources of funds.

In the case of the bureaus and offices, NavCompt is the principal source of funds, as well as of direction and guidance. In addition to the direction and guidance received from NavCompt, lesser but significant amounts are received by the bureaus and offices from such sources as the Assistant Secretary of the Navy (Installations and Logistics), Office of Naval Material, General Accounting Office, Treasury Department, Bureau of the Budget, and offices of the Secretary of Defense

(primarily the Assistant Secretary of Defense (Comptroller)). The comptrollers of the bureaus and offices relay much of the foregoing direction and guidance, in some form, to other components of their own organizations or to subordinate activities. In addition, bureau and office comptrollers issue information regarding the general form of comptroller organization structures to be followed by their subordinate activities.

At the level of subordinate activities of the bureaus and offices, a similar procedure takes place. The comptroller receives the direction and guidance, much of which is in the form of manuals, instructions, and notices issued by the superior bureaus and offices. He then interprets and implements this data by translating relatively general expressions of policy into precise procedures applicable to his own particular activity. This direction and guidance from the comptroller go primarily to his own department and to other components of the activity; relatively seldom do they go to satellite activities, for example, as such procedures usually are issued directly by NavCompt to major field activities and to satellite activities alike.

J. Flow of funds. Within the Navy, the characteristic flow of funds is from NavCompt to the Chief of Naval Operations and the bureau chiefs, then to the comptrollers of those

organizations, thence to the program managers or their equivalents in those organizations, next to the commanding officers of field activities and ships and to operational commanders, then to their respective comptrollers or equivalents, and possibly to subordinate components or commands.

Normally, the comptroller of each activity is designated as the allotment administrator for all funds received by his superior. Further, the comptroller usually prepares the financial plan which, when approved by his superior, determines how funds will be distributed to the various departments and divisions.

From bureaus and offices, funds usually are distributed by use of allotments or similar financial packages. Activities and commands at the echelons of field activities commonly use sub-allotments and OPTARs (operating target amounts), whereas ships, aircraft squadrons, and similar entities usually receive OPTARs almost exclusively. The advantage of an OPTAR is that it protects department heads from legal liability in the event of inadvertent financial overobligation. It is apparent that OPTARs are most useful where sudden, unpredictable, and urgent requirements for funds may be generated. Decisions regarding choices between the alternative uses of OPTARs and of sub-allotments require particularly sound financial judgment on the part of the comptroller and his superior.

K. The importance of Comptrollership to Command.

Comptrollership functions are vital in nature, and are performed at a high level in management. An expression of this importance was indicated by the Congress in its specific creation of comptrollership functions and positions. SecNav subsequently emphasized the value of the comptroller's role in his testimony before a Senate sub-committee in 1953,[7] and in his Secretary of the Navy Instruction issued the same year.[8] Appreciation of the importance of this role is abundantly evidenced by the nature of the policy discussions and determinations in which individual comptrollers participate, and by the comments of the various comptrollers when interviewed.[9]

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[7] Hearings ... , p. 17.

[8] SecNav Instruction 5400.4, Para 2., p. 1.

[9] Supra, Chap. III.

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APPENDIX A

TEXT OF SECRETARY OF DEFENSE MEMORANDUM

THE SECRETARY OF DEFENSE
Washington

September 27, 1950

MEMORANDUM FOR THE SECRETARY OF THE ARMY
THE SECRETARY OF THE NAVY
THE SECRETARY OF THE AIR FORCE

SUBJECT: Comptroller Functions and Organization

Title IV of the National Security Act, as amended, reorganizes budget and fiscal management in the Department of Defense in order to promote economy and efficiency. It authorizes a Comptroller of the Department of Defense and provides that he shall be one of the Assistant Secretaries of Defense. It also establishes a Comptroller and a Deputy Comptroller in each of the three military Departments, and provides that the Secretary of each military Department, subject to the authority, direction, and control of the Secretary of Defense, shall cause budgeting, accounting, progress and statistical reporting, internal auditing, and the administrative organization structure and managerial procedures relating thereto, to be organized and conducted in a manner consistent with the operations of the Office of the Department of Defense.

Effectuation of the principle of ultimate civilian control within each military Department over fiscal matters requires the designation of an Assistant Secretary, or the Under Secretary, to be responsible to his Secretary for such matters.

Pursuant to the law there has been designated an Assistant Secretary of Defense as Comptroller of the Department of Defense. To the extent not already accomplished, each military Department is requested to name an Assistant Secretary, or the Under Secretary, to be responsible for fiscal management, and to appoint a Departmental Comptroller and a Deputy Comptroller. The Assistant Secretary, or the Under Secretary, responsible for fiscal management may also be designated as Comptroller of the Department, or a military officer may be appointed as Comptroller provided he reports directly to the Assistant Secretary, or the

Under Secretary, responsible for fiscal management and provided a civilian is appointed as Deputy Comptroller It will be considered consistent with the principle of civilian control for the Departmental Comptroller at the election of the Departmental Secretary, to be concurrently responsible to the Chief of Staff or Vice Chief of Staff as well as to the Assistant Secretary, or the Under Secretary, in charge of fiscal management

In order that budget and fiscal administration authorized by Title IV may be implemented uniformly and in a manner consistent with the Comptroller activities of the Secretary of Defense, the Assistant Secretary (Comptroller) of the Department of Defense and the Departmental Under Secretaries or Assistant Secretaries responsible for fiscal management in the military Departments, subject to the authority of their respective Secretaries, will exercise general supervision over all functions performed by the Comptrollers of their respective Departments, including the following:

Implementation of legislative requirements concerning performance budgeting, working capital funds, and management funds;

Preparation of budget estimates;

Budget administration, including apportionments, allocation, and allotments, all within priorities established by the Secretary;

Appropriation and fund accounting;

Disbursing and receiving cash;

Administration of advances and other credits relative to procurement contracts, but the power of decision on advances and other credits and the terms thereof may be reserved to the Under Secretary or Assistant Secretary responsible for procurement;

Cost accounting;

Accounting for all property, whether of an operating or capital nature, both in terms of physical quantities and in dollars. (This is to be distinguished from responsibilities of other designated agencies for policies relative to materiel control, including stock levels, procurement requirements and distribution);

Auditing, including auditing of procurement contracts and advice to procurement authorities on accounting aspects of procurement pricing policies and procedures;

Financial reporting;

Statistical and progress reporting, including analysis and interpretation of reports;

Formulation and promulgation of policies and procedures applicable to comptroller functions and organization

These functions shall pertain to both military and civil activities, whether financed by appropriated or non-appropriated funds.

While full authority will be delegated to Comptrollers of military Departments, subject to the direction and control of the Secretaries of these Departments (and to the general supervision of the Under Secretary or Assistant Secretary of the Departmental Comptroller), it is recognized that a large part of the comptroller activities will be performed at various subordinate organizational and command levels, while the Departmental Comptroller retains functional control over such activities.

"Functional control" signifies the power and duty to prescribe policies and procedures, to require compliance therewith, and to review or audit activities for the Departmental Comptroller to establish channels of working relationships throughout the Department, but it is required that all directives shall be issued only through established organizational or command channels. Thus, functional control is to be distinguished from the power to command or from administrative control.

When comptroller activities are performed at subordinate organizational and command levels, such as a Bureau, a technical service, an administrative office, or a military command, the head of such organizational unit may appoint a comptroller. These comptrollers shall be responsible for performing such activities, subject to the administrative supervision and direction of the head of their organizational unit and the functional control of the Departmental Comptroller. In a similar manner a comptroller may be appointed at each industrial or other installation, where warranted.

Subject to my authority, direction, and control, as provided by law, I hereby delegate authority to the Comptroller of the Department of Defense to take all necessary action and issue all necessary instructions in the area of comptroller functions and organization, and to redelegate such portions thereof as may be appropriate. In discharging his responsibilities, the Comptroller of the Department of Defense shall have fuctional control over comptroller activities within the military Departments, but directives shall be issued through established organizational channels.

S/G. C. Marshall

APPENDIX B

BASIC FUNCTIONS OF COMPTROLLERSHIP

Chapter II of the NavCompt Manual is entitled, "Establishment of Comptroller Organizations in Bureaus, Headquarters, Offices, and Field Activities of the Navy and Marine Corps." Part B of that chapter is entitled "Functions of Comptrollership", and is reprinted below in full.

012100 BASIC FUNCTIONS

1. GENERAL. The basic functions of comptrollership, described in subpars. 2 through 7, should be performed by or for every naval activity, regardless of whether the complexities of the financial management function justify the need for a formal comptroller organization.

2. INTEGRATED SYSTEM FOR FINANCIAL MANAGEMENT. An integrated system for financial management is established, coordinated, and maintained by the comptroller or cognizant personnel in order to provide the commanding officer with the factual data essential for effective management control of operations. The comptroller is responsible for:

1. technical guidance and direction of financial matters throughout the organization as a staff service to the commanding officer;

2. maintenance of a classification of the programs administered and their objectives and a current inventory of budget plans and program schedules;

3. budget formulation, review, and execution;

4. collection of obligation, expenditure, cost, and other accounting and operating statistics data;

5. review of program performance against the financial plan;

6. promotion of economy and efficiency in the performance of assigned programs.

3. BUDGETING. Personnel engaged in budgeting provide guidance and instructions for preparation of the budget. They review requirements and justifications for the various programs and prepare estimates of the cost thereof and compile the annual budget. They recommend allocation of funds and civilian personnel to programs within the command and revisions thereof, as required; analyze variances from the budget plan and recommend remedial action where appropriate; determine areas where desirable financial reprogramming may be effected; initiate action to adjust financial plans to available funds; and, when required submit requests for additional funds and justifications.

4. ACCOUNTING AND DISBURSING

a. Accounting

(1) Bureau Level. Personnel engaged in accounting at the

bureau level perform, within the framework of the Navy-wide accounting system and policies, accounting for appropriations and funds under the control of the bureau or office and maintain records relating thereto. They are responsible for:

1. fiscal reporting,

2. evaluation and analysis,

3. devising and recommending instructions and procedures relative to field accounting operations under bureau management control.

(2) Field Level. At the field activity level, accounting personnel are responsible for:

1. maintenance of required accounting records, including records of obligations and expenditures against allotments and project orders;

2. preparation of accounting reports both for local management and for submission to higher authority;

3. conduction of cost accounting operations; maintenance of plant property records and financial records of inventory transactions of all classes of property, and submission of all property returns;

4. supervision and conduction of timekeeping operations;

5. maintenance of civilian pay, leave and retirement records, and preparation of civilian payrolls.

b. Disbursing. In accordance with applicable policies,

regulations, and procedures, personnel engaged in disbursing perform:

1. functions of payment of civilian payrolls, receiving and depositing collections and, when authorized, the payment of military payrolls, public vouchers, and issurance of savings bands;

2. maintenance of the required disbursing records and the preparation and submission of disbursing reports and returns.

5. PROGRAM ANALYSIS. Personnel engaged in program analysis measure and analyze performance, program status, and trends against the approved programs and budget plans and schedules and report the results of operations to responsible levels of command. The system described in subpar. 2 provides for the collection of data that will permit this kind of appraisal and detection of variances from the operating and budget plan so that management can take the appropriate action. This function of comptrollership is considered an extremely important staff service to the commanding officer who has the responsibility for decisions. Analyses and comparisons should be timely and presented with recommendations for action or decision so that funds may be used effectively and economically.

6. PROGRESS REPORTS AND STATISTICS.

Personnel engaged in the progress reports and statistics function develop guides and criteria for the collection and

coordination of statistical data and prepare special statistics as required by responsible levels of command. The organizational component exercising this function serves as coordinator and official clearance center for the release of statistical data. Each organizational component will have distinctive requirements for periodic progress reports and for special statistical data on the programs it administers. Statistical reports should be rendered in a timely manner and in a form that will insure optimum use by management.

7. INTERNAL REVIEW.

Internal review (e.g., financial review, analysis, and trouble shooting) is a responsibility of command and will be performed at all installations to the extent deemed necessary and appropriate. It will not impinge, however, upon the functions of internal audit which are the responsibility of the Comptroller of the Navy (see pars. 011051-5 and 014100). The principle functions of internal review consist of:

1. conducting special studies, analyses, and investigations of comptroller areas, primarily on a situational basis, for the purpose of promptly detecting and correcting troublesome and unsatisfactory conditions arising in connection with established financial practices, procedures, records, accounting systems, statements, and reports;

2. performing audits of nonappropriated fund activities;

3. rendering assistance in correcting deficiencies which are revealed from time to time by internal audits conducted by the Comptroller of the Navy or by reports analysis, observation, or other means;

4. adapting and participating in the installation of approved financial and accounting systems and procedures;

5. developing and coordinating financial programs, procedures, and controls, such as programs for checking labor and material distributions;

6. rendering advice on matters of organization and staffing within comptroller areas;

7. maintaining liaison with, and providing assistance to internal auditors of the Comptroller of the Navy assigned to perform continuous or periodic audits.

APPENDIX C

ELABORATION OF COMPTROLLERSHIP DUTIES AT BUREAU LEVEL

Chapter II of the NavCompt Manual is entitled, "Establishment of Comptroller Organizations in Bureaus, Headquarters, Offices, and Field Activities of the Navy and Marine Corps". Part E of that chapter is entitled, "Elaboration of Comptrollership Duties at Bureau and Field Level." The following is a full reprint of Section II, entitled "Bureau Level."

012450 GENERAL

Budget and accounting duties at the bureau level may be broken down by branches as described in par. 012451.

012451 BRANCHES

1. BUDGET BRANCH. A Budget Branch may be responsible for:

1. developing and recommending policy in budgetary matters;

2. providing guidance and instructions for preparation of budget estimates;

3. reviewing budget estimates submitted by component organizations and recommending approval, revision, or disapproval of items and program estimates to the chief of the bureau;

4. preparing budget estimates and justifications for submission to the Comptroller of the Navy and higher authority;

5. developing and maintaining a system of budgetary

controls to assure: that the proper balance exists among approved programs and available funds; that reprogramming is effected where essential; and that funds are administered in accordance with law and the administrative policies and regulations of higher authority;

6. allocating appropriated funds to programs;

7. preparing apportionment requests for appropriations, funds and contract authority;

8. issuing allotments, project orders, or approval of financial aspects of contract requests;

9. reviewing the use of funds by program to insure compliance with the bureau or office budget policy, and adjusting the allocation of funds to programs as required.

10. analyzing program performance in comparison to the budget plan, and studying variances from the plan in terms of its effect on the funding of programs; and preparing recommendations for remedial action where appropriate;

11. providing the bureau chief and planning personnel with forecasts of budgetary position and problems related thereto, and reviewing and coordinating the budgetary aspects of program planning;

12. applying provisions of substantive law relating to the availability of appropriated funds for specified purposes or obtaining from the appropriate legal office any necessary interpretation of statutory language;

13. analyzing workload, expenditure, and related data in reviewing personnel estimates of divisions and field activities, and preparing quarterly estimates of civilian personnel requirements for submission to the Assistant Secretary of the Navy (Personnel and Reserve Forces) with appropriate justifications;

14. allocating civilian personnel ceilings within the bureau when assigned this responsibility.

2. ACCOUNTING BRANCH

a. General. An Accounting Branch may be responsible for accounting for appropriations and funds under the control of the bureau or office, and the maintenance of records relating thereto; for fiscal reporting, evaluation and analysis; and for instructions and procedures relative to field accounting operations. To separate functions and responsibilities properly, the branch may be broken down into the Accounts and Procedures Section and the Field Accounting Section, as described in subpars. b and c.

b. Accounts and Procedures Section. This section may be responsible for:

1. operating the bureau appropriation accounting system;

2. maintaining official ledgers and subsidiary records covering the funds for which the bureau is responsible;

3. reconciling the official records with those maintained by the Comptroller of the Navy;

4. reviewing and analyzing proposed and new legislation

and regulations, policies and procedures issued by higher authority, and the implementation thereof when applicable;

5. developing appropriation and cost accounting systems and related procedures peculiar to the particular bureau;

6. developing internal procedures for the issuance of commitment and obligation documents;

7. preparing and distributing periodic and recurring accounting reports portraying the status of funds at all required levels;

8. conducting a continuous review of accounting reports to improve their usefulness for budget and management purposes, and to eliminate those reports no longer required;

9. preparing reports and forecasts of reimbursement to permit proper management of allocations;

10. preparing claims for reimbursement and follow-up to insure receipt of payment.

11. negotiating with other Government departments concerning the development of and accounting for cross-service transactions;

12. maintaining allotment accounting for intrabureau and open allotments;

13. maintaining records of expenditures by end use (expenditure account) and object for which spent (object class);

14. conducting liaison with other organizational units within the bureau and comparable organizational units of other

bureaus and departments.

c. Field Accounting Section. This section may:

1. as authorized within the framework of the Navy accounting system and policies, issue manuals, directives, and instructions pertaining to field accounting procedures, and develop accounting and fiscal reports to be prepared by field activities to provide information for management supplementary to that provided by the Navy-wide accounting system;

2. analyze fiscal reports and accounting returns of field activities and make field visits to evaluate the effectiveness of systems and procedures.

3. PROGRESS REPORTS AND STATISTICS BRANCH. A Progress Reports and Statistics Branch may perform the following duties:

1. develop and/or coordinate within the bureau reporting systems from which data are derived as a basis for quantitative analysis of performance against approved programs, budget plans, and schedules;

2. maintain records on budget plans and schedules, examine trends and program status, and report variances from plans to responsible levels of management.

3. provide a central coordination point for all budgetary and fiscal statistical data released to higher authority;

4. develop guides and criteria to assist field activities in obtaining statistics reported to the bureau;

5. prepare recurring progress reports for top management

for all major programs as related to the financial plan, highlighting unusual situations;

6. perform special statistical analyses as required;

7. serve as liaison with the Comptroller of the Navy on matters relating to program reports and statistics.

APPENDIX D

ELABORATION OF COMPTROLLERSHIP DUTIES AT FIELD ACTIVITY LEVEL.

Chapter II of the NavCompt Manual is entitled, "Establishment of Comptroller Organizations in Bureaus, Headquarters, Offices, and Field Activities of the Navy and Marine Corps." Part E of that chapter is entitled "Elaboration of Comptrollership Duties at Bureau and Field Level." The following is a full reprint of Section III, entitled "Activity Level."

012500 GENERAL

Budget and accounting duties at the activity level may be broken down by divisions as described in par. 012501.

012501 DIVISIONS

1. BUDGET DIVISION. The activity Budget Division may be responsible for:

1. providing guidance and instructions for preparation of the activity budget estimates;

2. reviewing budget estimates submitted by departments, and recommending approval, revision or disapproval of items or estimates to the commanding officer;

3. preparing activity budget estimates and justifications;

4. preparing operating budget reflecting approved program plans and schedules;

5. controlling fund authorization to the activity, and recommending revisions, modifications, or reprogramming as appropriate to higher authority;

6. recommending allocation of civilian personnel to departments and programs within the activity;

7. reviewing program performance against the funding plan, analyzing overhead variances and other deviations therefrom, and recommending remedial action where appropriate.

2. ACCOUNTING AND DISBURSING DIVISION OR DEPARTMENT

a. Duties. The duties comprising the accounting and disbursing function, regardless of the organizational location at which such operations are performed, are:

1. maintaining required accounting records, including records of obligations and expenditures against allotments and project orders;

2. preparing accounting reports for local management and for submission to higher authority;

3. conducting cost accounting operations;

4. maintaining plant property account records and stores inventory ledgers and records, and submitting all property returns;

5. supervising and conducting timekeeping operations;

6. maintaining civilian pay, leave and retirement records, and preparing civilian payrolls;

7. paying civilian payrolls and, when authorized, paying

public vouchers and military payrolls and issuing savings bonds;

8. preparing and submitting disbursing reports and returns.

b. Branches and Sections. If the accounting and disbursing function is established within a division, the division may be broken down into the Accounting Branch and the Disbursing Branch. To separate functions and responsibilities properly, the Accounting Branch may be broken down further into the Sections described in subpar. c. As required, the Disbursing Branch may be organized into the sections described in subpar. d. For stations financed under the Navy Industrial Fund, the payroll function may be performed under a General Accounting Branch which, with approval of the management bureau or office and the Comptroller of the Navy, is tailored to fit local requirements.

c. Accounting Branch

(1) Timekeeping Section. The Timekeeping Section may:

1. supervise clocking stations and timecard racks;

2. collect and process payroll timecards and verify with labor distribution cards.

3. maintain employees' service and leave records;

4. maintain internal controls to insure accurate reporting of the distribution of labor.

(2) Payroll Section. The Payroll Section may:

1. prepare and maintain records of civilian payroll, earnings and deductions;

2. maintain retirement records and prepare reports in

connection therewith;

3. prepare payroll tax and other required reports.

(3) Appropriation and Cost Section. The Appropriation and Cost Section may:

1. maintain records of charges and credits to appropriations;

2. maintain all official allotment and project order records including those for reservation of funds, obligations, and expenditures;

3. maintain cost records;

4. prepare required reports;

5. maintain plant property account records and prepare plant property account returns;

6. coordinate and supervise the compilation of data in connection with the physical inventory of plant property;

7. maintain internal controls to insure accuracy of records and propriety of charges.

(4) Stores Section. The Stores Section may:

1. maintain records of material carried in stores accounts;

2. prepare stores accounts returns and reports;

3. prepare appropriation adjustment documents.

(5) Machine Records Section. The Machine Records Section may:

1. punch and process punched cards on tabulating equipment to produce payrolls, checks, labor and material expenditure

summaries, tabulated data for allotments and project orders and other reports required by local management and higher authority;

2. devise procedures and forms for mechanizing paperwork processes on tabulating equipment.

d. Disbursing Branch

(1) Military Pay Accounts Section. The Military Pay Accounts Section may:

1. maintain military pay records,

2. prepare money lists.

(2) Public Voucher Section. The Public Voucher Section may:

1. prepare public vouchers as required,

2. verify all public vouchers designated for payment by the disbursing officer.

(3) Fiscal Section. The Fiscal Section may:

1. issue all checks,

2. maintain cash book and other records,

3. process the civilian payroll,

4. prepare financial returns and reports.

(4) Savings Bond Section. The Savings Bond Section may:

1. prepare and distribute savings bonds,

2. maintain the required records,

3. render the required reports and returns.

3. PROGRESS REPORTS AND STATISTICS DIVISION

The Progress Reports and Statistics Division may:

1. develop and/or coordinate within the activity reporting systems from which data are derived as a basis for quantitative analysis of performance against approved programs, budget plans, and schedules;

2. maintain records on the budget plans and schedules, examine trends and program status, and report variances from the plans to responsible levels of management at the activity;

3. provide a central coordination point primarily for all budgetary and fiscal statistical data released from the activity and for such other reports as may be specifically assigned;

4. develop instructions and guides to assist offices within the activity in reporting data;

5. prepare recurring progress reports for top management for all major programs administered by the activity as related to the financial plan, highlighting unusual situations;

6. perform special statistical analyses as required.

012502 INTERNAL REVIEW

The internal review functions described in par. 012100-7 will be performed at all installations to the extent deemed necessary and appropriate. However, a separate staff need not be established to perform these duties.

APPENDIX E

COMPTROLLER ORGANIZATIONS IN THE DEPARTMENT OF THE NAVY
(As of January 1, 1960)

Organization and Location	Number of Organizations	Comptroller		Deputy Comptroller	
		Military	Civilian	Military	Civilian
Office of the Comptroller of the Navy	1	-	1	1	-
Bureaus-Offices-Marine Corps	206	150	56	9	118
Headquarters (Washington, D.C.)	(10)	(7)	(3)	(2)	(4)
Z.I.	(165)	(120)	(45)	(6)	(97)
Alaska-Hawaii	(11)	(7)	(4)	-	(6)
Other Overseas	(20)	(16)	(4)	(1)	(11)
Commands	16	16	-	4	6
Washington, D.C.	(1)	(1)	-	-	(1)
Z.I.	(7)	(7)	-	(1)	(2)
Alaska-Hawaii	(3)	(3)	-	(1)	-
Other Overseas	(5)	(5)	-	(1)	(3)
Totals	223	166	57	14	124

COMPTROLLER ORGANIZATION IN DEPARTMENT OF THE NAVY
(As of January 1, 1960)

Location	Comptroller		Deputy Comptroller	
	Military	Civilian	Military	Civilian
HEADQUARTERS, WASHINGTON, D.C.				
Office of the Comptroller of the Navy		x	x	
Bureau of Naval Personnel	x			x
Bureau of Ships	x			
Bureau of Supplies and Accounts	x			
Bureau of Medicine and Surgery		x	x	
Bureau of Naval Weapons	x			x
Bureau of Yards and Docks	x			
Marine Corps	x			x
Office of Chief of Naval Operations	x			x
Office of Naval Research		x		
Administrative Office		x		
Military Sea Transportation Service	x			
FIELD ACTIVITIES				
Bureau of Naval Personnel				
Naval Postgraduate School, Monterey, California	x			x
Naval Training Center, San Diego, California	x			x
Naval Training Center, Great Lakes, Illinois	x			x

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
Naval Academy, Annapolis, Maryland	x			x
Naval Training Center, Bainbridge, Maryland	x			x
Naval Amphibious Base, Little Creek, Va.	x			x
Naval Amphibious Base, Coronado, California.	x			x
Bureau of Ships				
Boston Naval Shipyard, Boston, Mass.	x			x
Charleston Naval Shipyard, Charleston, South Carolina	x			x
Long Beach Naval Shipyard, Long Beach, California	x			x
Mare Island Naval Shipyard, Vallejo, California	x			x
New York Naval Shipyard, Brooklyn, New York	x			x
Pearl Harbor Naval Shipyard, Pearl Harbor, Hawaii	x			
Norfolk Naval Shipyard, Portsmouth, Virginia	x			
Philadelphia Naval Shipyard, Philadelphia, Penna.	x			x
Portsmouth Naval Shipyard, Portsmouth, New Hampshire.	x			x
Puget Sound Naval Shipyard, Bremerton, Washington	x			

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
San Francisco Naval Shipyard, San Francisco, Calif.	x			
Naval Engineering Experiment Station, Annapolis, Md.		x		
Navy Underwater Sound Laboratory, New London, Connecticut		x		
Navy Boiler and Turbine Laboratory, Philadelphia, Pennsylvania		x		
David W. Taylor Model Basin, Carderock, Maryland		x		
Naval Radiological Defense Laboratory, San Francisco, California.		x		
Navy Mine Defense Laboratory, Panama City, Florida		x		
Navy Electronics Laboratory, San Diego, California.		x		
Naval Repair Facility, San Diego, California.	x			x
Ship Repair Facility, Subic Bay, Philippines	x			
Bureau of Supplies and Accounts				
Naval Supply Center, Bayonne, N.J.	x			x
Naval Supply Center, Norfolk, Va.	x			x
Naval Supply Center, San Diego Cal	x			x
Naval Supply Center, Oakland, Cal.	x			x
Naval Supply Center, Pearl Harbor, Hawaii	x			x

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
Naval Supply Depot, Clearfield, Ogden, Utah	x			x
Naval Supply Depot, Great Lakes, Ill.	x			x
Naval Supply Depot, Guam, Mariana Islands	x			x
Naval Supply Depot, Mechanicsburg, Penna.	x			x
Naval Supply Depot, Newport, Rhode Island.	x			x
Naval Supply Depot, Philadelphia, Pa.	x			x
Naval Supply Depot, Guantanamo, Bay, Cuba.	x			x
Naval Supply Depot, Subic Bay, Philippines.	x			x
Naval Supply Depot, Yokosuka, Japan	x			x
Bureau of Medicine and Surgery				
Naval Hospital, Annapolis, Md.	x			
Naval Hospital, Bainbridge, Md.	x			
Naval Hospital, Beufort, S.C.	x			
Naval Hospital, Bethesda, Md.	x			
Naval Hospital, Bremerton, Wash.	x			
Naval Hospital, Camp Lejune, N.C.	x			
Naval Hospital, Chelsea, Mass.	x			
Naval Hospital, Corpus Christi, Tex.	x			
Naval Hospital, Great Lakes, Ill.	x			

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
Naval Hospital, Jacksonville, Fla.	x			
Naval Hospital, Key West, Fla.	x			
Naval Hospital, Memphis, Tenn.	x			
Naval Hospital, Charleston, S.C.	x			
Naval Hospital, Oakland, Calif.	x			
Naval Hospital, Camp Pendleton, Cal.	x			
Naval Hospital, Pensacola, Fla.	x			
Naval Hospital, Philadelphia, Pa.	x			
Naval Hospital, Portsmouth, N.H.	x			
Naval Hospital, Portsmouth, Va.	x			
Naval Hospital, Quantico, Virginia	x			
Naval Hospital, St. Albans, LI., N.Y.	x			
Naval Hospital, San Diego, Calif.	x			
Naval Hospital, Guam, Mariana Islands	x			
Naval Hospital, Guantanamo Bay, Cuba	x			
Naval Hospital, Yokosuka, Japan	x			
Bureau of Naval Weapons				
Naval Air Station, Alameda, Calif.	x			x
Naval Air Station, Barbers Point, Hawaii	x			x
Naval Air Station, Brunswick, Maine	x			x
Marine Corps Air Station, Cherry Point, North Carolina	x			x

Location	Comptroller		Deputy Comptroller	
	Military	Civilian	Military	Civilian
Naval Air Station, Cecil Field, Fla.	x			x
Naval Air Station, Corpus Christi, Texas	x			x
Marine Corps Air Station, El Toro, Calif.	x			x
Naval Avionics Facility, Indianapolis, Ind.	x			x
Naval Air Station, Jacksonville, Fla.	x			x
Marine Corps Air Station, Kaneohe, Hawaii	x			x
Naval Air Station, Lakehurst, N.J.	x			x
Naval Air Station, Memphis, Tenn.	x			x
Naval Air Station, Miramar, Calif.	x			x
Naval Air Station, Moffett Field, Cal.	x			x
Naval Air Station, Norfolk, Va.	x			x
Naval Air Station, North Island, San Diego, Calif.	x			x
Naval Air Station, Oceana, Va.	x			x
Naval Air Station, Pensacola, Fla.	x			x
Naval Air Material Center, Phila., Pa.	x			x
Naval Air Station, Quonset Point, R.I.	x			x
Naval Air Station, Whidbey Island, Oak Harbor, Washington	x			x
Naval Air Development Center, Johnsville, Penna.	x			x
Naval Air Test Center, Patuxent, Md.	x			x

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
Pacific Missile Range, Point Mugu, Calif.	x			x
Naval Air Station, Anacostia, Wash. D.C.	x			x
Naval Air Station, Port Lyautey, Morocco	x			x
Naval Station, Sangley Point, R.I.	x		x	
Naval Air Turbine Test Station, Trenton, New Jersey	x			x
Naval Station, Roosevelt Roads, Puerto Rico	x			x
Naval Air Station, Rota, Spain	x			x
Naval Auxiliary Air Station, Kingsville, Texas	x			x
Bureau of Naval Weapons General Representative - Eastern District New York, N.Y.	x			x
Bureau of Naval Weapons General Representative - Central District, Dayton, Ohio	x			x
Marine Corps Air Station, Quantico, Va.	x			x
Marine Corps Auxiliary Air Station, Beaufort, South Carolina	x			x
Naval Ammunition Depot, Bangor, Wash.	x			x
Naval Ordnance Test Station, China Lake, California		x		x
Naval Ammunition Depot, Concord, Cal.		x		x
Naval Ordnance Laboratory, Corona, Cal.		x		x

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
Naval Ammunition Depot, Crane, Ind.	x			x
Naval Weapons Laboratory, Dahlgren, Virginia	x			x
Naval Ammunition Depot, Earle, N.J.		x		x
Naval Ordnance Plant, Forest Park, Ill.	x			x
Naval Ammunition Depot, Hawthorne, Nevada.	x			x
Naval Propellent Plant, Indian Head, Md.	x			x
Naval Torpedo Station, Keyport, Wash.	x			x
Naval Ordnance Plant, Louisville, Ky.	x			x
Naval Ordnance Plant, Macon, Ga.		x		x
Naval Ammunition Depot, McAlester, Okla.		x		x
Naval Underwater Ordnance Station, Newport, R.I.		x		x
Naval Ammunition Depot, Oahu, Hawii	x			x
Naval Ammunition and Net Depot, Seal Beach, Calif.	x			x
Naval Ammunition Depot, St. Juliens Creek, Va.	x			x
Naval Weapons Plant, Wash., D.C.	x			x
Naval Ordnance Laboratory, White Oak, Md.		x		x
Naval Ordnance Plant, York, Pa.		x		x
Naval Weapons Station, Yorktown, Va.	x			x

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
Bureau of Yards and Docks				
Navy Public Works Center, Guam,M.I.		x		
Navy Public Works Center, Guantanamo Bay, Cuba		x		
Navy Public Works Center, Newport,R.I.		x		
Navy Public Works Center, Pearl Harbor, Hawaii		x		
Naval Construction Battalion Center, Davisville, R.I.		x		
Naval Construction Battalion Center, Gulfport, Miss.		x		
Naval Construction Battalion Center, Port Hueneme, Calif.		x		
Navy Public Works Transporation Center, Twelfth Naval District, San Francisco, Calif.		x		
Area Public Works Office, Chesapeake, Washington, D.C.		x		
Area Public Works Office, Eastern Atlantic and Mediterranean, London, England		x		
Area Public Works Office, Atlantic Division, New York, New York		x		
Officer in Charge of Construction, Bureau of Yards and Docks Contracts, Madrid, Spain	x			
Director, Pacific Division, Bureau of Yards and Docks, Pearl Harbor, Hawaii		x		
District Public Works Office, First Naval District, Boston, Mass.		x		

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
District Public Works Office, 4th Naval District, Phila., Pa.		x		
District Public Works Office, 5th Naval District, Norfolk, Va.		x		
District Public Works Office, 6th Naval District, Charleston, S.C.		x		
District Public Works Office, 9th Naval District, Great Lakes, Ill.		x		
District Public Works Office, 11th Naval District, San Diego, Calif.		x		
District Public Works Office, 12th Naval District, San Bruno, Calif.		x		
District Public Works Office, 13th Naval District, Seattle, Wash.		x		
District Public Works Office 14th Naval District, Pearl Harbor, Hawaii		x		
Marine Corps				
Marine Corps Schools, Quantico, Va.	x		x	
Marine Corps Base, Camp Pendleton, Calif.	x		x	
Marine Corps Base, Camp Lejeune, NC	x		x	
Marine Corps Base, Twentynine Palms, Calif.	x		x	
Marine Corps Recruit Depot, San Diego, Calif.	x		x	
Marine Corps Recruit Depot, Parris Island, S. C.	x		x	
Marine Corps Supply Center, Albany, Georgia.	x			x

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
Marine Corps Supply Center, Barstow, Calif.	x			x
Marine Corps Supply Activity, Philadelphia, Penna.	x			x
Office of Chief of Naval Operations				
1st Naval District, Boston, Mass.	x			x
3rd Naval District, New York, N.Y.	x			x
4th Naval District Phila., Pa.	x			x
5th Naval District, Norfolk, Va.	x			x
6th Naval District, Charleston, S.C.	x			x
8th Naval District, New Orleans, La.	x			x
9th Naval District, Great Lakes, Ill.	x			x
11th Naval District, San Diego, Cal.	x			x
12th Naval District, San Francisco, Calif.	x			x
13th Naval District, Seattle, Wash.	x			x
14th Naval District, Pearl Harbor, Hawaii.	x			x
Potomac River Naval Command, Washington, D.C.	x			x
Naval Station, Newport, R.I.		x		x
Naval Station, Guantanamo Bay, Cuba	x			x
Naval Station, Long Beach, Calif.	x			x
Naval Station, San Francisco, Calif.	x			x

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
Naval Station, New Orleans, La.	x			x
Naval Station, Rodman, Canal Zone	x			x
Naval Station, Key West, Fla.	x			x
Naval Station, Norfolk, Va.	x			x
Naval Station, San Juan, Puerto Rico	x			x
Naval Station, San Diego, Calif.	x			x
Naval Station, Pearl Harbor, Hawaii	x			x
Hydrographic Office, Suitland , Md.	x			x
Naval Security Group, Headquarters Activity, Wash., D.C.	x			x
Office of Naval Research				
Naval Research Laboratory, Wash.,D.C.		x		
Naval Training Device Center, Long Island, N.Y.		x		
District Publications and Printing Office, 1st Naval District, Boston, Mass.		x		
District Publications and Printing Office, 3rd Naval District, N.Y,N.Y.		x		
District Publications and Printing Office, 4th Naval District, Phila,Pa.		x		
District Publications and Printing Office, 5th Naval District, Norfolk, Va.		x		
District Publications and Printing Office, 6th Naval District, Charleston,S.C.		x		
District Publications and Printing Office, 8th Naval District, New Orleans, La.		x		

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
District Publications and Printing Office, 9th Naval District, Great Lakes, Ill.		x		
District Publications and Printing Office, 11th Naval District, San Diego, California		x		
District Publications and Printing Office, 12th Naval District, San Francisco, Calif.		x		
District Publications and Printing Office, 14th Naval District, Pearl Harbor, Hawaii.		x		
District Publications and Printing Office, Potomac River Naval Command, Washington, D.C.		x		
COMMANDS				
Marine Corps				
Fleet Marine Force, Atlantic, Norfolk, Va.	x		x	
Fleet Marine Force, Pacific, Pearl Harbor, Hawaii.	x		x	
Camp Smedley D. Butler, Okinawa	x		x	
Navy				
Military Sea Transportation Service, Atlantic Area, Brooklyn, N.Y.	x		x	
Military Sea Transporation Service, Eastern Atlantic and Mediterranean Area, London, England	x		x	

Location	Comptroller Military	Comptroller Civilian	Deputy Comptroller Military	Deputy Comptroller Civilian
Military Sea Transportation Service, Pacific Area, San Francisco, Calif.	x			x
Military Sea Transportation Service, Western Pacific Area, Yokohama, Japan	x			x
Military Sea Transportation Service, Gulf Sub-Area, New Orleans, Louisana.	x			x
Military Sea Transportation Service Office, Honolulu, Hawaii	x			
U. S. Naval Forces Europe, London, England	x			x
Commander Naval Air Force, U.S. Atlantic Fleet, Norfolk, Va.	x			
Commander Naval Air Force, U.S. Pacific Fleet, San Diego, Calif.	x			
Commander Operational Test and Evaluation Force, Norfolk, Va.	x			
Commander in Chief, Pacific, Oahu	x		x	
Commander U. S. Forces, Japan, Honshu, Japan	x			

APPENDIX F

SELECTED NAVY OFFICER BILLET CLASSIFICATIONS

The following text consists of excerpts from the Manual of Navy Officer Billet Classifications.[1]

> The Manual of Navy Officer Billet Classifications . . . is designed to provide a uniform method of identifying and coding . . . officer billets at all ships and stations by standard codes, titles, and definitions. . .
>
> The manual contains . . . ten major NOBC occupational fields containing appropriate groups and individual billet classifications composed of a 4-digit code number, title, and billet definition . . .
>
> Each Navy officer billet classification is identified by a 4-digit NOBC code.
>
> Billet classification definitions indicate the scope of the titles and are presented in a standardized format. In each definition, the portion preceding the colon summarizes the *billet duties* and the remainder of the definition, separated by semi-colons, contains *amplifying information* and cites *specific duties* normally performed. (Italics mine.)

0800 Administrative Officer (Medical Service Corps - Supply and Administration)

> Administers nonprofessional aspects of major medical activity or serves as executive assistant to operating head of major organizational components of the Bureau of Medicine and Surgery: Manages administrative functions in support of missions of naval medical centers, naval hospitals, naval medical schools, naval dental clinics, naval dispensaries, the Naval Medical Research Institute, Naval Dental School, and the School of Hospital Administration; coordinates and supervises non professional divisions

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[1] U. S., Department of the Navy, Bureau of Naval Personnel. Manual of Navy Officer Billet Classifications, publication NavPers 15839 (Washington: U. S. Government Printing Office, 1960).

including personnel records, finance, supply, maintenance, food service, and special services; develops and recommends plans, policies, procedures, and standards; plans expansion, consolidation, or retrenchment of organization in accordance with workload and mission; performs medical service planning and logistic duties on district and fleet staffs, at the Bureau of Medicine and Surgery, in liason with other bureaus and officers of the Navy, and in key managerial functions of the Military Medical Supply Agency; administers nonprofessional training program in naval hospitals; serves as assistant to inspectors in reviewing administrative organization and operations of medical/dental activities and medical departments of other naval activities; analyzes organization methods and compiles manuals, instructions, and/or directives to improve effectiveness of procedures; examines progress of programs, evaluating and recommending their revision, modification, or discontinuance.

0804 Finance Officer (Medical Service Corps - Supply and Administration)

Administers finance division of a naval hospital or comparable organizational component of a medical center; Performs duties of fiscal officer and is responsible for financial management function including accounting, budgeting, and progress reporting.

1050 Comptroller

Directs and coordinates formulation, justification, and administration of fiscal and budgetary management policies and procedures of major naval activity: Determines budget and fiscal control policies; coordinates, reviews, and approves allocation of funds to programs and organizational units; develops and compiles reports on current status of appropriations; provides required work measurement and statistical and accounting data on utilization of labor, material, and commercial services; prescribes required methods for budget estimation, fiscal administration, accounting, fiscal management reporting, and civilian personnel ceiling control; exercises internal control over these systems through administrative audits and conducts internal audits of money, accounts, and property.

1984 Supply Plans Officer

Conducts or administers planning for naval supply

system: Interprets operational directives and plans in order to develop and supervise supply support of these plans; prepares or reviews special planning such as war, mobilization, reserve fleet, and foreign aid supply plans; makes studies of supply difficulties, inbalance, and similar problems in order to make corrective recommendations in programs and policies; supervises supply planning by guiding work efforts of planners and preparing progress reports and summaries; establishes record and statistical systems required to report and evaluate performance and direct planning development.

3980 Personnel Plans and Policy Chief

Exercises overall and coordinating direction in formulation of policies, plans, and procedures governing administration of bureau and assigned activities of Naval Personnel Establishment concerned with personnel functions, such as procurement, education, training, discipline, promotion, distribution, and separation of officers and enlisted personnel of the Navy; or immediately assists, as deputy chief, assistant chief, or special assistant, in such direction.

4940 Construction Plans and Policy Chief

Exercises overall and coordinating direction in formulation of policies, plans and procedures governing administration of bureau and assigned activities of Naval Shore Establishment concerned with naval public works, public utilities, construction, transportation equipment, real estate, and logistics; or immediately assists, as deputy, assistant chief, or special assistant, in such direction.

APPENDIX G

INTERVIEW QUESTIONNAIRE OUTLINE

1. Organizational nature, relationships, and staffing of the component.

a) Organizational nature.

b) Relationship of the comptroller component to other components of the activity.

c) Relationships of the component to other (external) activities.

d) Staffing of the component.

(1) Billet and designation of the comptroller.

(2) Other personnel in the comptroller component.

2. Functions for which the comptroller is responsible.

a) Functions prescribed by Title IV

(1) Budgeting

(2) Accounting

(3) Progress and statistical reporting

(4) Internal audit and review matters

(a) Actions relating to audits conducted by representatives of the Comptroller of the Navy.

(b) Other actions

b) Other functions

3. Duties performed by the comptroller himself.

4. Data processing equipment

a) Organizational component which controls it.

b) Purposes for which the comptroller uses it.

c) Knowledge of data processing which the comptroller should have.

5. Flow patterns

a) Direction and guidance

(1) Received from outside activity

(2) Issued to outside the comptroller's component

b) Money

c) Reports

6. Problem areas and trends

a) Problem areas

b) Trends (other than problems)

7. Comments on the proposed use of a check-off list for assumption of comptroller duties.

8. Comments of the comptroller regarding the contribution which he and his organization make to the operation of the activity.

9. Miscellaneous.

APPENDIX H

LIST OF PERSONS INTERVIEWED

For ease of cross reference, the sequence of listing names and activities in this Appendix is the same as that used in Chapter III.

Rear Admiral Lot Ensey, USN, Office of the Comptroller of the Navy.

Commander George R. Brickley, Supply Corps, USN, Staff Comptroller of Commander, Naval Air Force, U.S. Atlantic Fleet.

Captain Charles D. Cooper, Supply Corps, USN, Staff Comptroller for the Commandant, Fifth Naval District.

Captain Frank C. Jones, USN, Comptroller, Bureau of Ships.

Captain Richard A. Bevernick, USN Comptroller, Norfolk Naval Shipyard, Portsmouth, Virginia.

Captain Sterling H. Ivison, USN, Comptroller, Bureau of Naval Weapons.

Commander Daniel K. Herrick, Supply Corps, USN, Comptroller, Naval Weapons Station, Yorktown, Virginia.

Commander John H. Burton, USN, Comptroller, Naval Air Station, Norfolk, Virginia.

Captain James E. Minter, USNR, Comptroller, Bureau of Naval Personnel.

Commander Jacque B. Stanard, USN, Comptroller, Naval Amphibious Base, Little Creek, Virginia.

Captain Harold H. Hunt, Supply Corps, USN, Comptroller, Bureau of Supplies and Accounts.

Captain Paul F. Cosgrove, Supply Corps, USN, Director Planning and Comptroller Department, Naval Supply Center, Norfolk, Virginia.

Commander Emmett L. Van Landingham, Medical Service Corps, USN, Deputy Comptroller, Bureau of Medicine and Surgery.

Lt. Commander Bernard N. Hunt, Medical Service Corps, USNR, Fiscal and Supply Officer, National Naval Medical Center, Bethesda, Maryland.

Captain Alexander C. Husband, Civil Engineer Corps, USN, Comptroller, Bureau of Yards and Docks.